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# THIRD BIENNIAL REPORT

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# Industrial Welfare Commission

OF THE

STATE OF CALIFORNIA

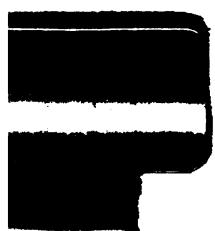
1917-1918



CALIFORNIA STATE PRINTING OFFICE

SACRAMENTO

1919



# THIRD BIENNIAL REPORT

OF THE

# Industrial Welfare Commission

OF THE

STATE OF CALIFORNIA

1917-1918



CALIFORNIA STATE PRINTING OFFICE  
SACRAMENTO  
1919

## **Members of Industrial Welfare Commission**

---

FRANK J. MURASKY, *Chairman*

ALEXANDER GOLDSTEIN

WALTER G. MATHEWSON

A. B. C. DOHRMANN

KATHERINE PHILIPS EDSON, *Executive Officer*

5-19-31

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## LETTER OF TRANSMITTAL.

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OFFICE OF THE INDUSTRIAL WELFARE COMMISSION,

SAN FRANCISCO, February 1, 1919.

SIR: In compliance with chapter 324, Statutes of 1913, we have the honor to transmit herewith the third biennial report of the Industrial Welfare Commission.

Respectfully,

INDUSTRIAL WELFARE COMMISSION,

FRANK J. MURASKY,

*Chairman.*

*To His Excellency, WILLIAM D. STEPHENS,*

*Governor of the State of California.*

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## ACKNOWLEDGMENT.

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The commission wishes to thank the Governor, Controller and the State Board of Control, who have greatly facilitated the work by emergency appropriations, necessary because of war activities.

Also the commission takes this opportunity to express its appreciation of the assistance rendered by the various state departments, particularly for the co-operation and help given by the Bureau of Labor Statistics, the Industrial Accident Commission, the Commission of Immigration and Housing, and the Civil Service Commission.

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## VISITORS FROM OTHER STATES.

Secretary of Labor Wilson, and Members of President's Mediation Committee.  
Mary McDowell, Settlement House, University of Chicago.

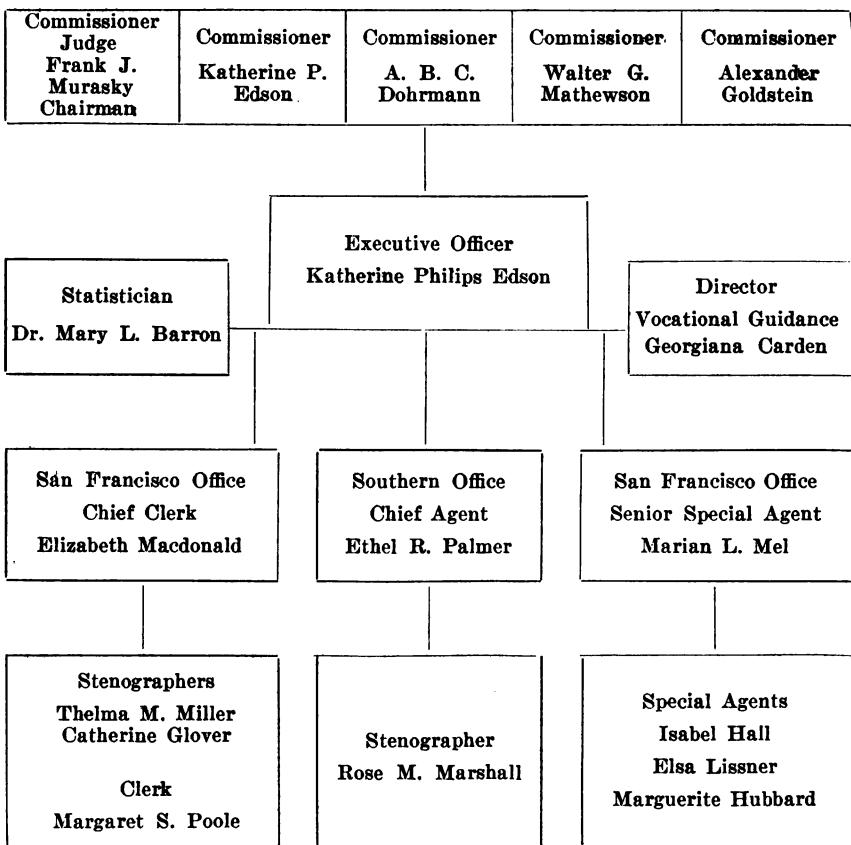
Helen Gregory McGill, Minimum Wage Commissioner, British Columbia.

John McNiven, Minimum Wage Commissioner, British Columbia, and Deputy Commissioner of Labor.

Hon. Geo. Beeby, Commissioner of Labour, New South Wales.

Shunzo Yoshizaka, Superintendent of Factories and Trade Commissioner for Japan.

**ORGANIZATION CHART.**  
**INDUSTRIAL WELFARE COMMISSION.**



## HISTORY AND ACTIVITIES OF THE INDUSTRIAL WELFARE COMMISSION.

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### INTRODUCTION.

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In 1913, the California state legislature determined that unreasonably long hours, insanitary working conditions, and inadequate wages, particularly for women, were detrimental to the fullest development of the state's resources, and in contradiction to the widely-advertised attractiveness of the state to the workingman. The Minimum Wage Act was passed, and the Industrial Welfare Commission created to administer it. This was a worthy addition to the series of progressive labor laws—the Eight Hour Law for women of 1911, and the Workman's Compensation Act of 1913—laws not in antipathy to capital, nor in the interests of labor, but solely in the interest of the state. These laws have laid the foundation for the industrial structure in California upon a sound humanitarian base, that alone makes for permanent industrial peace and success.

The Industrial Welfare Commission is composed of five persons, one of whom must be a woman. No salary is paid the commissioners, although a per diem of ten dollars is allowed when actually engaged in the business of the state. The citizens who are now giving their services to this commission are—Chairman, Frank J. Murasky, Judge of the Superior Court of California, representing the public; the executive officer, Mrs. Katherine Philips Edson, woman member, representing women; A. B. C. Dohrmann, representing the commercial and mercantile industries; Walter G. Mathewson, vice president of the State Federation of Labor, representing labor; and Alexander Goldstein of Guggenheim & Co., representing the fruit packing industry.

With such diverse representation, all interests of the state may justly feel their rights properly guarded, and be confident of hearings fair to labor, capital and the public, and of decisions based on impartial judgments.

### SUMMARY HISTORY OF ACTIVITIES OF THE INDUSTRIAL WELFARE COMMISSION.

#### Industrial surveys—1914-1916.

The question of the constitutionality of minimum wage legislation arose coincident with its passage. Within the state, the question was of the right of the legislature to delegate such powers to a commission. This phase of the question was settled by the passage, with an 84,000 majority, at the general election of November 3, 1914, of a constitutional

amendment, providing for the delegation of power from the legislature to a commission to fix minimum wages for women and minors and to provide for the comfort, health, safety and general welfare of any and all employees.

The constitutionality from the federal viewpoint was not so speedily established. The point of dispute was whether or not there was any infringement upon the right of free contract. In December, 1914, the Oregon act was taken to the United States Supreme Court, and was reviewed June, 1916. Not until April, 1917, was a final decision rendered. The decision was a tie, but the previous decision being favorable, this was sufficient to confirm the constitutionality of all similar minimum wage legislation, including that of California.

During this period, injunctions were brought against the commissions of Minnesota and Arkansas, when they tried to continue their work, forcing the suspension of all activities.

Not wishing to expend its limited appropriation in needless litigation that would only duplicate the Oregon test, the California commission postponed the issuance of any orders involving minimum wages.

Aside from wage-fixing, there were other powers entrusted to the commission that could be exercised without the risk of a court injunction. Section 3 (a) of the Act provides that—

“It shall be the duty of the commission to ascertain the wages paid, the hours and conditions of labor and employment in the various occupations, trades and industries in which women and minors are employed in the State of California, and to make investigations into the comfort, health, safety and welfare of such women and minors.”

Section 6 (a) empowers the commission after a public hearing to fix:

“A minimum wage to be paid to women and minors,—which shall not be less than a wage adequate to supply to such women and minors the *necessary cost of proper living.*”

Both these provisions of the act required intensive investigations to be made. These the commission carried on while awaiting the United States Supreme Court decision on the constitutionality of the act.

During 1914, data were gathered for the leading industries—mercantile, laundry, manufacturing, printing and bookbinding, telephone and telegraph companies, in the five largest cities—San Francisco, Los Angeles, Oakland, Sacramento and San Diego. Facts were gathered concerning the wages paid and working conditions.

From a number of different sources, but particularly from the budgets of 500 working women, information was secured as to the cost of living in 1914. A summary based on all the available material showed a cost of \$500.45 a year or \$9.63 per week, approximately \$10, to be the lowest living cost for a self-dependent woman, consistent with the health and welfare of the worker.

During 1915 and 1916, intensive studies were made by experts of special trades—the laundry industry, the canning industry, and the garment trades receiving particular attention. These included an inquiry into the producing power of the piece rates in the canning and garment industries, and resulted in the mutual education of employers, employees and the commission.

These industrial studies of the wages paid and the working conditions demonstrated that a very large per cent of the women were receiving less than \$10, the necessary cost of living. The following table clearly shows this:

Industry	Per cent receiving less than \$10
All classes of industry of which we have pay roll record.....	53.3
Mercantile .....	52.6
5-10-15-cent stores .....	94.9
Laundry .....	64.2
Cloak, suit and skirt.....	78.5
Manufacturing—	
Candy and biscuits.....	75.5
Food and drugs.....	49.1
Paper box .....	84.6
Cigar and cigarettes.....	68.5
Knitted goods .....	71.2
Total manufacturing .....	69.4
Printing and bookbinding.....	48.1
Men's ready-made .....	72.5

Although no minimum wage ruling was made, this early period was one of intense activity. The investigations were essential to a complete understanding of the conditions surrounding the wage-earning women of California. They supplied the knowledge prerequisite to the intelligent establishment of wage rulings.

#### **Wage orders—1916.**

The first step toward the exercise of the more constructive powers of the commission, the fixing of minimum wages, was taken in January, 1916. Representatives of the cannery employees and employers were brought together by the commission during 1915; in 1916 a public hearing was held in the industry, and the wage board brought in a unanimous report on piece rates in the major products canned in this state, as well as recommendations for improved sanitary conditions. Both these recommendations were accepted, and on February 14, 1916, the first Commission Orders No. 1 and No. 2 were issued. The minimum rate was sixteen cents per hour, with pay of one and a quarter of minimum after ten hours, and a limit of seventy-two hours a week. These were the only orders passed during the first three years of the commission's existence, and have since been twice amended.

In 1916, 22,000 women were employed in the canning industry. The output was worth approximately \$36,000,000, more than double the gold output of the state.

While it is true that the industry has in the past been seasonal in character, yet the figures of value of product and number of employees prove it of prime importance to the state, and worthy of the attention of the commission. Indeed, the very seasonal character of the business makes all the greater need of regulation, for where there is not continuity of wage, the amount of the wage is of the utmost importance, and unfortunately, poor pay and bad working conditions usually characterize the seasonal trades.

The conditions that have existed in the canning industry throughout the United States have too often been the subject of inquiry and report to need repetition here. California was not exempt from the charge of low wages and poor working standards. It is pleasant to state that the continuance of such conditions was not desired by the management of the canneries. Just as soon as an agency was made available that could insure better standards throughout the state, so that no one progressive plant would be subject to unfair competition of unscrupulous managers, the cannery owners willingly co-operated.

What has been accomplished—increase in wages, decrease in hours worked and great improvement in sanitary conditions, assuring wholesomeness for the consumer no less than for the employee—is a very real accomplishment, the more difficult of attainment because of the seasonal nature of the industry, and freedom from previous supervision.

#### **Wage orders—1917-1918.**

The commission was anxious to proceed to the other industries of the state, and was prepared to do so as soon as the United States Supreme Court settled the constitutionality of the Oregon act. On May 16 a wage board was called for the mercantile industry. A public hearing was held on June 15, and on July 6 the commission fixed a minimum wage of \$10 per week for an experienced woman, a graduated scale for minor and adult learners, and a limitation of 25 per cent on the number of learners, adult and minor.

A wage board was soon called for the laundry industry, and in November, 1917, a minimum wage of \$10 a week was set for experienced workers, and a graduated learners' scale beginning at \$8, together with a limitation of apprentices to 25 per cent of total women employees.

In November, 1917, the minimum wage of \$10 was extended to the fish canneries, with a basic day of eight hours and time and a quarter for overtime.

In March, 1918, after conference with representatives of the green, dried and citrus fruit industry, the same wage of \$10 went

into effect. The eight hour law was operative in the dried fruit industry, but as the packing of green fruit and vegetables is exempt from the eight hour law, eight hours was made the basic day in this industry, with time and a quarter for overtime.

During 1916, detailed records were kept of earnings and production in the canneries. From these records the commission found the actual earning power of the piece rates per hour for every product. In the spring of 1917, the cannery orders were first amended, increasing rates, and shortening the basic day to nine hours, with rate and a quarter to twelve hours, and double time after twelve hours. During April, 1918, the orders were again amended. Minimum piece rates were raised from ten to fifty per cent, time rates were raised, and a guaranteed time rate on certain products and occupations set. Eight hours became the basic day, but the provisions as to overtime were not changed. The double rate after twelve hours has practically eliminated such work. This has proved to be more effective than the actual prohibition of long hours.

In May, 1918, the commission fixed a minimum wage of \$10 for general and professional offices. For unskilled and unclassified occupations the minimum was made \$9.60 with an apprentice period limited to three weeks at not less than \$7.50 per week.

In November, 1918, a minimum wage of \$10 was fixed in the manufacturing industry. The number of apprentices is limited to 25 per cent, with a beginning wage for adult learners of \$8, the learning period not to exceed six months. Twelve hundred firms employing women have been brought under the order. This is one of the most important and far reaching of all the orders of the commission.

In December, 1918, a public hearing was held on the revision of the sanitary orders in canneries. Early in January, 1919, a sanitary order was passed, covering all industries, except general offices and the mercantile industry.

In December, 1918, public hearings were held to consider the alteration and amendment of all existing orders. This revision will proceed during 1919.

#### SUMMARY.

There are now in effect nine orders of the Industrial Welfare Commission: eight establishing minimum wages for the main industries employing women, and one prescribing sanitary conditions. The minimum wage for these industries has been fixed at ten dollars, with two exceptions. The wage is \$9.60 in unskilled and unclassified occupations, and twenty cents an hour in canneries during regular time.

All these orders originated during the current biennial period of 1917-1918, with the exception of the cannery order, and that has been

twice revised during this period. To accomplish these results, fifty-seven meetings were held from January, 1917, through December, 1918, including conferences with employers and employees of all the representative industries of the state.

Approximately 85,000 women, or 85 per cent of all women working in industrial life in California, are now under the protection of the Industrial Welfare Commission. Pay roll returns show an addition by the commission rulings of over one million dollars to the wages of women in the mercantile, laundry, and canning industries, to say nothing of the gains to the office workers, fish canning, fruit packing and unskilled occupations of which comparative pay rolls were not available.

That this increase in wages is to be credited wholly to the rulings of the Industrial Welfare Commission, the following table indicates:

**Cumulative Per Cent of Women Receiving Under \$10.**

**Mercantile industry—**

1914 .....	55.5 per cent
April, 1917 .....	40.8 per cent
September, 1917 .....	20.2 per cent

**Laundry industry—**

1914 .....	50.2 per cent
October, 1917 .....	56.3 per cent
January, 1918 .....	23.1 per cent

In the mercantile industry, for the three years from 1914 to 1917, there was only a decrease of 11.3 per cent in the number of women earning less than \$10. In the five months from April, before the order went into effect, to September, when the order went into effect, the drop was 20.6 per cent. There was a gain to the workers of not less than \$660,000 per annum by the increase of rates paid in September over those paid in April.

In the laundry industry, the period of comparison is even shorter—three months; the gains are that much more definitely to be credited to the commission. For the three years from 1914 to 1917, the decrease in the number receiving less than \$10 was 2.9 per cent, whereas the decrease for the three months from October, before the order became effective, to January when it became effective was 34.2 per cent. The increase in wages amounted to \$236,000 per annum.

Every one per cent decrease in the low paid group means a one per cent increase in the higher paid groups, with increased standard of living for the worker. This promotion into the better paid groups both in the case of the laundry and of the mercantile was without detriment to the higher paid group. The minimum has not become the maximum. A limitation of apprentices to 25 per cent of women employed, protects the experienced workers in the enjoyment of the minimum wage.

The first orders of 1916 in the canning industry increased rates paid in 50 per cent of the canneries packing cling peaches; in 19 per cent of those packing freestone peaches; in 36 per cent of the canneries packing pears; in 43 per cent of the canneries packing apricots. The amended orders of 1917 further increased rates. In 1918, the minimum piece rates were increased from 10 to 50 per cent and the time rate from sixteen cents to twenty cents. The basic day was first decreased from ten to nine hours, and, in 1918, to eight hours.

Such are the results accomplished by the Industrial Welfare Commission. Its further activities are limited only by the funds at its disposal. The past marks but a beginning in the forward growth of California's industries from a firm basis of humanitarian principles enforced upon all employers and made available to all employees by an agency of the state composed of representatives of employer, employee and the public—the Industrial Welfare Commission.

## POWERS AND ADMINISTRATIVE PROCEDURE OF THE INDUSTRIAL WELFARE COMMISSION.

### POWERS AND DUTIES.

The duties imposed upon the Industrial Welfare Commission are "to ascertain the wages paid, the hours and conditions of labor and employment in the various occupations, trades and industries in which women and minors are employed in the state of California, and to make investigations into the comfort, health, safety and welfare of such women and minors" (Sec. 3 [a]); to investigate complaints "that the wages paid to an employee for whom a living rate has been established, are less than that rate," and "to take all proceedings necessary to enforce the payment of a wage not less than the living wage" (Sec. 14); and to "biennially make a report to the Governor and the state legislature of its investigations and proceedings." The one limitation placed on the commission is that it "shall not act as a board of arbitration during a strike or lock-out" (Sec. 17).

*Powers.* In addition to the duties imposed upon it, the commission has power to call wage boards and public hearings, to subpoena witnesses and to administer oaths (Sec. 4).

The commission may require any employer of labor to furnish reports and information, to be verified by oath when requested. Any member of the commission or any of its experts or employees must be allowed free access to the place of business, for the purpose of making any investigation authorized by the act, or to make inspection of records.

After a public hearing had upon its own motion or upon petition, the commission has power (Sec. 6 [a]) to fix:

"1. A minimum wage to be paid to women and minors engaged in any occupation, trade or industry in the state, which shall not be less than a wage adequate to supply to such women and minors the necessary cost of proper living and to maintain the health and welfare of such women and minors.

2. The maximum hours of work consistent with the health and welfare of women and minors engaged in any occupation, trade or industry in this state; provided, that the hours so fixed shall not be more than the maximum now or hereafter fixed by law.

3. The standard conditions of labor demanded by the health and welfare of the women and minors engaged in any occupation, trade or industry in this state."

Licenses may be issued to apprentices and learners to work for less than the legal minimum, for such time and under such conditions as

the commission may determine. The commission may also issue to a woman physically defective by age or otherwise, a special license, renewable every six month. A limit may be placed by the commission upon the maximum number of women and minors to be employed under these special licenses (Sec. 8).

These powers to fix wages, hours and conditions of labor are enforced through mandatory orders, effective in sixty days from passage. Each order must be published in one newspaper in each of the cities of Los Angeles, Sacramento and San Francisco, and a copy mailed to each county recorder. Each employer is required to post a copy of the order. Failure of the employer to receive a mailed notice does not relieve him from the responsibility of complying with the order. Finding by the commission that there has been such publication and mailing to county recorder is conclusive as to service of notice (Sec. 6 [a]).

The orders may be at any time altered, amended or rescinded by the commission, upon its own motion or upon petition of either employers or employees after a public hearing (Sec. 7).

#### PENALTIES.

1. Failure to comply with any provisions of the act, or any ruling of the commission, constitutes a misdemeanor, punishable by a fine of not less than fifty dollars, or by imprisonment of not less than thirty days, or by both such fine and imprisonment (Sec. 11).
2. If anyone fails to comply with any order of the commission or any member thereof, or any subpœna, or refuses to testify to any matter regarding which he may lawfully be interrogated before any wage board or the commission, obedience may be compelled by the Superior Court by contempt proceedings or otherwise, as in a proceeding pending before that court (Sec. 4).
3. Any employer who discharges, or threatens to discharge, or in any manner discriminates against an employee for testifying before the commission is guilty of a misdemeanor (Sec. 10).
4. Any employee receiving less than the legal minimum, unless by special license of the commission, is entitled to recover the unpaid balance, together with costs of suit, notwithstanding any agreement to work for less (Sec. 13.)
5. In every prosecution for violation of the provisions of the act, the rulings of the commission are presumed to be reasonable, and the findings of fact made by the commission are conclusive. The determinations of the commission may be set aside by the Superior Court only upon the grounds that the commission acted without or in excess of its powers, or that the determination was procured by fraud (Sec. 12).

**ADMINISTRATIVE PROCEDURE.**

To ensure the wise administration of such broad powers, the Industrial Welfare Commission invites the co-operation of employers and employees, through conferences, wage boards and public hearings.

*Conferences* are held with persons not directly connected with a particular industry, as economists, experts and social and civic agencies, that the theoretical as well as the practical problems may be given consideration.

Conferences with employers bring out the character of the industry, the processes employed, methods of conducting the business, and any problem peculiar to a given industry.

Conferences with employees are to inform the commission of the character of the occupation, the sanitary conditions, organizations within the trade, wages, hours of labor, and any special problem of the employee.

The conferences during this biennial period have been held with representatives of employers and employees of the canning, dried fruit, mercantile, telephone and telegraph, and wholesale millinery industries, hotels and restaurants, walnut and citrus growers, and manufacturers both in San Francisco and in Los Angeles. Sanitation, hours of work, cost of living, and wages were the subjects of consultation.

Conferences are strictly confidential, in contrast to the public hearings. This is necessary to insure complete discussion of all phases of the problems of employer and employee. Usually, representatives of only one group are present, which promotes a frank presentation of their special problems. The conferences furnish the commission with detailed information of each particular business not obtainable in any other way.

*Wage Boards.* To further carry out the ideal of co-operation of state, management and labor, a wage board may be summoned by the commission if, after investigation, the commission is of the opinion that wages are inadequate, or that hours or conditions of labor are prejudicial to the welfare of the worker (Sec. 5). The wage board must be composed of an equal number of representatives of employers and employees, with a representative of the commission to act as chairman. The members are allowed five dollars a day and necessary traveling expenses. Power rests with the commission to make rules and regulations governing the number and selection of the members and the mode of procedure of the wage board. The proceedings and deliberations are a matter of record for the use of the commission, admissible as evidence in any proceedings before the commission.

It is the duty of the wage board to report to the commission its findings, including:

1. An estimate of the minimum wage adequate to supply to women and minors engaged in the occupation, trade or industry in question, the necessary cost of proper living and to maintain the health and welfare of such women and minors.

2. The number of hours of work per day in the occupation, trade or industry in question, consistent with the health and welfare of such women and minors.

3. The standard conditions of labor in the occupation, trade or industry in question, demanded by the health and welfare of such women and minors.

The recommendations may be accepted by the commission in whole or in part, or referred back to the wage board for further investigation, or rejected.

Wage boards have been held in the canning, mercantile, and laundry industries, and their recommendations proved valuable aids in the subsequent issuance of the commission's rulings. Full particulars concerning these wage boards are given elsewhere.

It is not required of the commission to hold wage boards before issuing its orders; but it is the policy of the commission to avail itself of the expert counsel of those experienced in an industry whenever feasible.

The wage board may be defined as a joint conference of employers, employees and a representative of the commission. It provides a common meeting ground to employer and employee for the discussion of their interests. Since both are serving the state while serving the board the weight of personal demands is counterbalanced by a sense of responsibility to the public. By thus implanting mutual understanding, the wage boards advance industrial peace.

*Public hearings* are required to be held before the issuance of mandatory orders, the time and place to be designated by the commission (Sec. 6 [b]). Public notice must be given fourteen days in advance by advertisement in at least one newspaper published in each of the cities of Los Angles, Sacramento and San Francisco, and by mailing a copy to each county recorder (6 [b]), stating the purpose and the time and place of the hearing.

The subjects presented for consideration are a minimum wage, maximum hours of work, and standard conditions of labor for specific industries.

-The Industrial Welfare Commission has held the following public hearings:

February 11, 1916—Fruit and vegetable canning industry.

March 28, 1917—Alteration and amendment of the orders in fruit and vegetable canning industry.

March 28, 1917—Vinegar, preserving and olive industries.

June 15, 1917—Mercantile industry.

October 29, 1917—Fish canning industry.

October 29, 1917—Places of amusement, commercial packing establishments not previously ruled upon, general and professional offices, and unskilled occupations.

November 2, 1917—Laundry industry.

February 15, 1918—Fruit and vegetable canning industry.

May 27, 1918—Telephone and telegraph; hotels, restaurants and apartment houses; manufacturing, printing, engraving and bookbinding establishments, and any other skilled trades.

September 17, 1918—Fish canning industry.

December 6, 1918—Alteration and amendment of all of the orders of the commission.

Public hearings afford an opportunity to all interested persons, including the general public, to appear and give testimony as to the matter under consideration. Those employers and employees not members of a wage board and not attending the conferences may appear to present their personal views. Any citizen is free to discuss frankly any phase of the problem.

#### **Summary.**

On the commission are representatives of every factor in the state's industrial progress. This principle of fair representation is further carried out in the conferences, wage boards and public hearings. All are invited to co-operate with the commission. This constant association of employer and employee and the commission is a potent agency for promoting harmonious relations in industry, besides guaranteeing impartial rulings on the part of the commission.

After a public hearing has been held, the Industrial Welfare Commission may issue a mandatory order defining the minimum wage, the maximum hours of work, or the conditions of labor for the women in each industry considered.

#### **ENFORCEMENT OF THE ORDERS OF THE COMMISSION.**

The enforcement of these orders involves on the part of the employer the keeping of records; on the part of the commission investigations of records and establishments.

Every employer of labor in the state is required by the act to keep a register of the names, ages and residence addresses of all women and minors employed (Sec. 3 [b] 3), and the number of hours worked and wages paid. Any and all of the reports or information required to carry out the purposes of the act must be furnished, and be verified by oath if so required by the commission. Previous to such requirement on the part of the commission, many firms conducted business without records or with incomplete ones, giving the employee no protection in case of a disagreement concerning hours worked or wages due.

**INSPECTION THROUGH THE OFFICE OF THE COMMISSION.**

The commission has devised bookkeeping forms for various industries, simplified to meet the needs of the small pay roll. These standard forms are furnished to employers, when pay roll reports are called for.

The underpayment of a large aggregate in wages has already been uncovered. The back wages are returned to the worker through the commission. Since the minimum is that amount just sufficient for a proper living, payment of back wages is of special value to the worker to whom they are due.

Cases of underpayment were discovered by checking over the pay rolls in the office. These cases prove the importance of the commission's control over records.

In addition to filing pay rolls with the commission, employers in the mercantile and laundry industries are required to apply for the registration of apprentices. These applications must show the number of women and minors employed and the number of apprentices. These are checked to keep all firms within the 25 per cent limitation of apprentices. If the applications are satisfactory, a certificate is issued in triplicate, one to the employer, one to the employee and one kept in the office of the commission. The certificate files are examined to see that inactive certificates have been returned.

Permits to work for less than the minimum wage are granted to women physically defective by age or otherwise.

If no limitation were placed upon the number of apprentices and slow workers, the minimum wage would be of slight value.

The office force handle the correspondence and check pay rolls, the certificates for learners and slow workers, and keep the information of the commission so that it is easily accessible. Much of the work of enforcement is accomplished in this way directly from the office.

**FIELD INSPECTION.**

Routine inspections of establishments covered by the orders of the commission are made by special agents.

At the establishment, an investigation is made of the pay roll in reference to the payment of the minimum wage, hours worked, the limitation of apprentices and special permits. The agent reviews all apprentice certificates and special permits, sees to the compulsory posting of orders, and the maintenance of a register of the names and addresses of women and minors employed. Attention is given to the enforcement of the sanitary orders.

During this biennial period inspections of mercantile establishments and laundry and dry cleaning establishments have been made in Sacramento, Stockton, San Jose, Fresno, Chico, Oakland, Los Angeles and San Francisco.

Establishments covered by the unskilled and by the general and professional office orders have been inspected chiefly on complaint.

Without constant vigilance, made possible by an adequate force in office and field, the law would be practically inoperative. While there is no law but a great need of corrective legislation, public sentiment is aroused and is a protection. This same public sentiment is dulled upon the passage of a good law, forgetting that the law is only corrective when its powers are energetically exercised.

## THE MERCANTILE INDUSTRY.

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### MERCANTILE INDUSTRY.

The mercantile industry was the first industry in which the Industrial Welfare Commission fixed a minimum wage, after its powers were finally established by the decision of the United States Supreme Court in the Oregon case in April, 1917.

The investigations carried on under the direction of the commission in 1914, revealed the need of a wage ruling. The wages paid to 53 per cent of the women and minors in the mercantile industry were less than the living wage of ten dollars. In the 5 and 10 cent stores, 95 per cent received less than the living wage.

As early as April, 1916, the commission had a conference with the California Retail Dry Goods Association. This led to the appointment of an advisory committee to represent the association at conferences with the commission.

The minimum wage committee of the California Retail Dry Goods Association was requested in January, 1916, to make a study of certain questions, and a report of its finding at a later date. The report was made in February, 1917. As to the cost of living, there was nothing authoritative to suggest, the claim being made that if a girl was receiving \$8 per week, she managed to live on it, and if she received \$10-\$12, her standard of living increased. The stand was taken that there should be no difference between the city and country minimum wage. Some control and limitation of apprenticeship was recommended.

In answer to the question of the best method of securing a wage board, the committee approved the suggestion that women be nominated from various establishments. Before choosing a wage board, addresses were made by representatives of the commission in the leading establishments in the larger cities, explaining the work of the commission, the purpose of wage boards, and the necessity of the women employees choosing their own representatives.

Upon completion of this campaign of education, the following request to elect representatives was sent out on March 1, 1917:

**INDUSTRIAL WELFARE COMMISSION  
STATE OF CALIFORNIA.**

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*To the women employees in the mercantile industry:*

After completing extensive investigations in the mercantile industry of California, the Industrial Welfare Commission is now prepared to proceed to its next duty: The fixing of a minimum, or lowest, wage to be paid to

**INDUSTRIAL WELFARE COMMISSION.**

women and minors. It is the duty of the commission to call into existence a Wages Board, or conference of employees and employers.

On Tuesday, March 20, the women employed in this establishment are requested to select their representative to sit on the Wages Board. This board consists of employers and employees, whose duty it will be to recommend to the Industrial Welfare Commission a minimum wage for women and minors, the proper wage for apprentices, minor and adult learners, and the method for their promotion and advance. This selection of representatives will be as follows:

- (a) No woman can be selected who has not had at least two years' experience in the industry. A woman of experience and good judgment is desired.
- (b) Women who are buyers, heads of departments or office employees are not eligible.
- (c) The election is to be by secret ballot, and all women employees in the establishment are requested to thus show their preference for their representative.
- (d) The woman receiving the highest number of votes will be eligible to the conference of employees' representatives, which will be held in the office of the Industrial Welfare Commission on call. From this conference the Industrial Welfare Commission will make its choice of three or five women for the Wages Board.

The law provides that for the few days the Wages Board is sitting a fee of \$5.00 per day and necessary traveling expenses will be paid.

**INDUSTRIAL WELFARE COMMISSION.**

Union League Building,  
N. E. corner Second and Hill Streets,  
Los Angeles, Cal.

525 Market Street,  
San Francisco, Cal.  
Sutter 2538.

The following individuals were selected to represent the employees of retail dry goods stores:

**SAN FRANCISCO.**

O'Connor, Moffatt & Co.—Miss Mary E. Counihan, Alteration Department.  
Emporium—Mrs. Nellie Grant, Basement Store (Saleswoman).  
Hale Bros.—Miss Frances Vaughn.  
Marks Bros.—Miss Hazel Schad.  
City of Paris—Mrs. Rose Stewart, Upholstery Workroom.  
I. Magnin & Co.—Miss Regina Weil, Cloaks and Suits (Saleswoman).

**LOS ANGELES.**

A. Hamburger & Sons—Miss Clara M. Johnson, Cloaks and Suits (Saleswoman).  
Bullock's—Mrs. Bessie Guillemont, Head of Stock Room.  
Ville de Paris—Miss May Horgan, Trimmings (Saleswoman).  
Fifth Street Store—Mrs. Evelyn Stingle, Cloaks and Suits (Saleswoman).  
Broadway Department Store—Miss Lulu Burke, Dinner Ware (Saleswoman).

The California Retail Dry Goods Association chose the following representatives:

**SAN FRANCISCO, OAKLAND, SAN JOSE, SANTA CRUZ.**

O'Connor, Moffatt & Co.—R. W. Costello.  
Hale Bros.—Marshall Hale.  
Marks Bros.—William Marks.  
H. C. Capwell Co.—H. C. Capwell.

Kahn Bros.—Irving Kahn.  
O. A. Hale & Co.—G. N. Fontaine.  
Samuel Leask—Samuel Leask.

#### LOS ANGELES.

A. Hamburger & Sons—W. E. Chamberlain.  
Fifth Street Store—W. A. Faris.

Conferences were held with these representatives. On May 11, 1917, the commission met with the entire advisory committee of employees of San Francisco. The cost of living, minimum wage and apprenticeship were discussed.

On May 16, the commission issued the call for the mercantile wage board, appointing the following:

#### REPRESENTING EMPLOYEES.

Miss Mary E. Counihan—San Francisco.  
Mrs. Nellie Grant—San Francisco.  
Miss Clara M. Johnson—San Francisco.  
Miss Lulu Burke—Los Angeles.  
Miss Hazel Schad—San Francisco (Alternate).

#### REPRESENTING EMPLOYERS.

Marshall Hale—San Francisco.  
Samuel Leask—Santa Cruz.  
C. C. Holmes—Oakland.  
William Marks—San Francisco.

#### REPRESENTING THE COMMISSION.

Katherine Philips Edson, Chairman.

An employer of Los Angeles was chosen by the commission, but was unable to serve.

The following method of procedure to govern the mercantile wage board was adopted by the commission:

WHEREAS, It is provided by section 5, Statutes of California, 1913, chapter 324, that

"The commission shall make rules and regulations governing the selection of members and mode of procedure of such wage board."

Now, therefore be it

Resolved, That the following rules and regulations be, and the same are, hereby adopted as rules and regulations governing the number and selection of the members and mode of procedure of the wage board in the mercantile industry:

##### 1. Organization of wage board.

A conference to be known as "wages board" shall consist of four persons representing employers, four persons representing employees, and one person representing the commission. The person representing the commission shall be chairman of the wages board.

##### 2. Method of selection.

The representatives of employers may be chosen from a list submitted by the California Retail Dry Goods Association. The representatives of the employees may be chosen from those women elected by the women employees in eleven stores in California, who, by vote, selected their candidates for the wages board.

**3. Alternates.**

Alternates may be selected by the commission from the names remaining on the list of employers' representatives and from the remaining candidates chosen by the women employees, after the selection of the members of the wages board as provided. These alternates are to fill any vacancies which may occur.

**4. Voting.**

Each member of the wages board shall have one vote. A majority vote shall determine all recommendations. A majority of the representatives of both employers and employees and the chairman must be present in order to transact business. The final vote may be taken only when all members of the wages board are present.

**5. Deliberations.**

The wage board shall deliberate under parliamentary law, and no questions shall be discussed that is not germane to the conditions of labor and the cost of living of women and minors employed in the industry under consideration. (Robert's rules of order shall govern.)

**6. Compensation.**

Each member of the wages board shall be allowed five dollars per diem and necessary traveling expenses while engaged in such conference.

**7. Amending Rules.**

The commission may amend, modify or suspend any of the foregoing rules or regulations and shall exercise exclusive jurisdiction over all questions arising as to validity of the procedure and of the recommendations of such wages board.

**8. Meetings.**

The wages board thus selected may, upon request by the commission, be called together at any time and place that the commission may designate. The members of the wages board shall serve until discharged by the commission.

The wage board convened May 22, 1917, at 10:30 a.m. and continued sessions through the 24th of May.

The attention of the Mercantile Wage Board was called in the beginning to the fact that the wage board for the canning industry submitted a unanimous report.

On certain questions, the employers and employees were not able to agree. There was some discussion as to whether service in one department should constitute experience in other departments. The differing demands of employer and employee on length of apprenticeship could not be reconciled, and separate recommendations were made on May 28, 1917.

As the employers' committee subsequently summarized for the California Retail Dry Goods Association the proceedings and recommendations of the wage board, this is here reproduced:

**REPORT OF EMPLOYERS' COMMITTEE OF THE  
MINIMUM WAGE BOARD.**

SAN FRANCISCO, May 31, 1917.

MR. SAMUEL LEASK,

. President California Retail Dry Goods Association.

DEAR SIR: Your committee appointed to represent the employers on the Minimum Wage Board, begs to report as follows:

The board was presided over by Mrs. Katherine Philips Edson, representing the Industrial Welfare Commission, and the conference was called to order on Tuesday, May 22, 1917, and lasted for three days.

The employees were represented by: Miss Johnson, of Hamburger & Sons, Los Angeles; Miss Burke, of the Broadway Department Store, Los Angeles; Miss Counihan, of O'Connor, Moffatt & Co., San Francisco; and Mrs. Grant of the Emporium, San Francisco.

The employers were represented by: Messrs. Samuel Leask, of Santa Cruz; Wm. Marks, of Marks Bros., San Francisco; C. C. Holmes, of H. C. Capwell Company, Oakland; and Marshall Hale, of Hale Bros., Inc., San Francisco.

I wish to report to you the position which your committee took on these various questions.

Each one of the representatives of the employees submitted a list of what they considered was the minimum cost of proper living. Your committee made the statement that its members were not an authority upon what a girl should live on, whether she should have silk petticoats, silk waists and silk stockings, or not. The lists of the employees included articles of this kind, the estimate of one employee representative amounting to \$13.85 per week.

We had estimates made by employees who are dependent upon their wages for support, which we submitted informally but did not put in evidence. These estimates ranged all the way from \$7 to about \$10.50. We had a dozen such estimates. We stated that estimates of this kind all depended upon the point of view of the one who made the estimate; that a girl who received \$8 per week would show how she lived on that amount; and a girl who received \$10 a week would show that the minimum wage should be at least \$10 a week; and estimates of girls receiving \$12 to \$15 would be correspondingly higher.

The employees were to submit a concrete proposition after the lunch hour of the second day, but came back unprepared. Our committee then offered to make the proposition, and we offered the following resolution:

1. "*Resolved*, That the recommendation made by this Wage Board for a minimum wage shall be understood to mean not a standard or an average wage, but the lowest rate of wages that shall be permitted to be paid to the workers possessing the least skill and experience in the class to which they belong.

2. "That learners under seventeen years of age be paid an initial weekly wage for the first six months or until seventeen years of age, of not less than \$6.00 per week; for the second six months not less than \$6.50 per week; for the third six months not less than \$7.00 per week; for the fourth six months not less than \$7.50 per week; for the fifth six months not less than \$8.00 per week, and after that to be regarded as adult experienced workers and paid a wage of not less than \$9.00 per week.

3. "That learners over seventeen and under eighteen years of age be paid an initial weekly wage for the first six months, or until eighteen years of age, of not less than \$6.50 per week; for the second six months not less than \$7.00 per week; for the third six months not less than \$7.50 per week; for the fourth six months not less than \$8.00 per week, and after that to be regarded as adult experienced workers and paid a wage of not less than \$9.00 per week.

4. "That learners over eighteen years and under twenty-one years of age be paid an initial wage of not less than \$7.00 per week for the first six months; of not less than \$7.50 per week for the second six months; of not less than \$8.00 per week for the third six months, and after that to be regarded as adult experienced workers and paid not less than \$9.00 per week.

5. "That learners twenty-one years of age and over be paid an initial wage of not less than \$8.00 per week for the first six months; not less than \$8.50

per week for the second six months, and after that to be regarded as adult experienced workers and paid not less than \$9.00 per week."

The employees offered their resolution, as follows:

1. "*Resolved*, That the recommendations made by this Wage Board for a minimum wage shall be understood to mean not a standard or any average wage, but the lowest rate of wages that shall be permitted to be paid to the workers possessing the least skill and experience in the class to which they belong.

2. "That all learners under seventeen years of age shall be paid an initial weekly wage of not less than \$6.00 per week for the first six months; for the second six months not less than \$6.50 per week; for the third six months not less than \$7.00 per week, and for the fourth six months not less than \$7.50 per week.

3. "All learners between seventeen and eighteen years of age, regardless of the length of their previous apprenticeship, shall be paid an initial wage of not less than \$7.00 per week for the first six months, and for the second six months not less than \$7.50 per week.

4. "All women eighteen years of age or over shall be paid an initial wage of not less than \$8.00 per week for the first six months; for the second six months not less than \$9.00 per week, and thereafter they shall be regarded as adult experienced workers and shall be paid a wage of not less than \$10.00 per week."

The employees seemed to feel that there was a great difference in these two schedules.

By way of explanation we want to say that the employees' schedule (as noted in paragraph 4) means that all women over 18 years of age, regardless of previous apprenticeship, shall be paid \$8.00 a week, so that a girl starting at 16 years of age, according to paragraph 2, will have had two years' experience at the age of 18 years and then receive \$8.00 a week; a girl starting at 17 years of age will have had one year's experience at the age of 18 years and then receive \$8.00 a week, and a girl starting at 18 years, according to paragraph 4, will receive \$8.00 a week without any experience. This is an unfair schedule.

After considerable discussion we studied these two schedules out, and found that, according to the respective schedules submitted, the result was as follows:

#### Minimum Wage Rates for Learners Entering Employment at 16 Years.

	Employees	Employers		Employees	Employers
First six months-----	\$6 00	\$6 00	Fourth six months-----	\$7 50	\$7 50
Second six months-----	6 50	6 50	Fifth six months-----	8 00	8 00
Third six months-----	7 00	7 00	Sixth six months-----	9 00	9 00

#### Minimum Wage Rates for Learners Entering Employment at 17 Years.

	Employees	Employers		Employees	Employers
First six months-----	\$7 00	\$6 50	Third six months-----	\$8 00	\$7 50
Second six months-----	7 50	7 00	Fourth six months-----	9 00	8 00

#### Minimum Wage Rates for Learners Entering Employment at 18 Years and Over.

		Employees
	Between 18 and 21	Over 21
First six months-----	\$8 00	\$7 00
Second six months-----	9 00	7 50
Third six months-----		8 00
		----

We took the stand that it should not be made compulsory to pay an inexperienced woman just over 18 the same wage as a woman learner of more mature years, say 21 or over, and to cover this point separated these two classes in our schedule, and made the proposition as noted above.

While the differences in the rates suggested in the two schedules for learners entering employment under eighteen years of age are not on the surface very considerable, there is this important distinction between them: The employers' proposition provides that a 17-year-old girl with one year's experience shall receive

a higher wage than a girl of the same age with no experience whatever. In the same way, as explained above, the employers propose that an 18-year-old girl with an experience of one year or two years shall receive a higher wage than an 18-year-old girl entirely without experience. The proposition of the employees to compel payment of the same wage to inexperienced 18-year-old girls as to women learners of more mature years, say 21 or over, will inevitably result in discrimination against applicants for employment who are entirely without experience and just over 18 years of age. This result would be most unfair to a large class of girls and undesirable from every point of view.

We took the position through the whole proceedings that we did not want this minimum wage to be the maximum wage, or a barrier that would keep girls from advancing beyond the minimum. We want the minimum to be considered as a start to take care of the employees while they are practically learning the business.

We also stated that if the minimum wage was too high, a girl, for instance, having served her apprenticeship in a bakery shop would not be able to earn the minimum wage in other lines and therefore would be confined to her particular line or it would be impossible for her to get a position in another branch of the business. The minimum wage should be low enough so that the employer could afford to teach the employee who had already served an apprenticeship period, a new line. In other words, if a girl has served her apprenticeship in a bakery shop and wants to work at the lace counter, the minimum wage should be such that the merchant could afford to pay her the minimum wage and teach her to be a salesgirl in the lace department.

We submitted an excerpt from a letter written to the California Retail Dry Goods Association by a mercantile establishment in Washington, as follows:

"Regarding the operation of the Minimum Wage law in the state of Washington we are pleased to give you briefly an account of our experience.

"Inexperienced girls over 18 years of age do not stand as good a chance for employment, owing to shortness of apprenticeship period.

"Under a Minimum Wage of \$10.00 per week (which is the rate in the state of Washington) it can be readily understood that the woman or girl of less than average ability must give way to her more capable sister, and needs must seek employment in some other field.

"The selling expense of our store as far as female wages is concerned has not been increased; in fact, the average wage paid by one of our stores is less today than it was two years ago, just prior to the adoption of the Minimum Wage rates. In 1914 the average weekly wage paid 241 employees was \$11.75. The same number of employees today average \$11.44.

In 1914	95 received less than -----	\$10 00
	23 received -----	10 00
	123 received over -----	10 00
In 1916	57 received less than -----	10 00
	69 received -----	10 00
	115 received over -----	10 00

which shows that the number of girls at the Minimum Wage of \$10.00 has increased materially and that a lower scale of wages is now paid than formerly to those above the \$10.00 rate; so it appears that the law has had a leveling influence upon female wages."

We also made a statement as follows:

"A minimum wage of over \$9.00 per week would tend to equalize wages, and, as a result, to scale down the efficiency of many average workers to the level of the least competent, and would have a tendency to make a standard wage rather than a minimum.

"It would interfere with the disposition of employers to make voluntary concessions.

"It would result in throwing many of the less competent native workers out of employment and lead to importing experienced and efficient women from other states where wages are lower.

"It is to the interest of California and other progressive states that minimum wage laws be generally enacted throughout the Union so as to equalize industrial conditions. The fixing of a minimum wage of over \$9.00 in this state would tend to discourage minimum wage legislation in other states.

"A minimum of over \$9.00 if adopted in the mercantile establishments, would be used as a basis in fixing wages in manufacturing industries subject to the competition of other states, and would tend to discourage industrial development and to limit employment in California."

Your committee fully realizes that no wage schedule can be devised which is not open to serious criticism. All such schedules imply a uniformity of individual efficiency such as never really exists. So far as the minimum wage itself is concerned it assumes a correspondence between earning capacity and individual need, and unfortunately there is not now and never has been any such correspondence. Notwithstanding this, the committee has tried conscientiously to assist in devising a minimum wage schedule which, under the conditions existing in California at this time, will work out in practice without hardship or injustice to the women and girls affected, or to their employers. It is a matter of regret to your committee that an agreement could not be reached with representatives of the employees on the Wage Board, and as a result of this, responsibility for the final decision must now rest entirely with the Industrial Welfare Commission.

Respectfully submitted.

MARSHALL HALE, *Chairman*,  
C. C. HOLMES,  
WM. MARKS,  
SAMUEL LEASK,  
*Committee.*

The employers insisted on \$9 as the minimum wage for experienced women, the employees on \$10. They also differed on the proper wage for inexperienced adult learners. They were practically in accord on the question of minor apprenticeship, both as to the standard of wages to be paid and the method of promotion.

Before the commission could legally act on these recommendations, a public hearing in the mercantile industry was required. This public hearing was held June 15, 1917.

On July 6, 1917, the commission passed the following mandatory order:

#### INDUSTRIAL WELFARE COMMISSION

STATE OF CALIFORNIA

525 Market Street, San Francisco

*To Whom it May Concern:*

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Friday, June 15, 1917.

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that:

1. No person, firm or corporation shall employ, or suffer or permit an experienced woman to be employed in the mercantile industry in California at a rate of wages less than \$10 per week (\$43.33 per month).

2. The wages of learners may be less than the minimum rate prescribed for experienced workers, provided:

(a) That learners entering employment under 18 years of age be paid an initial weekly wage of not less than \$6 per week (\$26 per month) for the first six months of employment; for the second six months not less than \$6.50 per week (\$28.17 per month); for the third six months not less than \$7 per week (\$30.33 per month); for the fourth six months not less than \$7.50 per week (\$32.50 per month), and for the fifth six months, or when 18 years of age, not less than \$8 per week (\$34.67 per month).

(b) That learners entering employment 18 years of age and under 20 years of age be paid an initial weekly wage of not less than \$8 per week (\$34.67 per month) for the first six months of employment; not less than \$8.50 per week (\$36.83 per month) for the second six months; not less than \$9 per week (\$39 per month) for the third six months; not less than \$9.50 per week (\$41.17 per month) for the fourth six months, and thereafter shall be deemed experienced workers and shall be paid not less than the minimum rate for experienced workers.

(c) That learners entering employment 20 years of age or over be paid an initial weekly wage of not less than \$8 per week (\$34.67 per month) for the first six months of employment; for the second six months not less than \$8.50 per week (\$36.83 per month); for the third six months not less than \$9 per week (\$39 per month), and thereafter shall be deemed experienced workers and shall be paid not less than the minimum rate for experienced workers.

3. The total number of adult and minor learners in any establishment shall not exceed 25 per cent of the total number of women and minors employed. In computing the total number of women and minors, "temporary" and "special" workers shall not be included.

4. Where payment of wages is made upon a commission or bonus system, wages shall be computed weekly and the time wage plus the bonus or commission shall be not less than the minimum rate for the wage group in which the worker belongs.

5. All adult "special" women employees shall be paid not less than \$1.67 per day. All minor "special" employees shall be paid not less than \$1.25 per day.

6. All "part-time" workers, except \*waitresses, shall be paid not less than the minimum rate for an eight-hour day.

(a) Students attending accredited vocational, continuation or co-operative schools may be employed at part-time work on special permits from the commission, and at special rates to be determined by the commission.

7. No person, firm or corporation shall employ or suffer or permit a woman or minor to work in the mercantile industry more than eight hours in any one day or more than forty-eight hours in any week.

8. All women and minors now employed in the mercantile industry must be rated and paid in accordance with their experience and age as in the above-mentioned regulations.

9. A license may be issued by the commission to a woman physically disabled by age or otherwise authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum for such a woman.

10. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of these orders.

A "temporary" worker is a person employed during the holidays for a period not to exceed four (4) weeks.

A "special" worker is one who works less than six (6) days a week.

A "part-time" worker is one who works less than eight (8) hours per day.

A "learner" is a woman or minor who

- (1) Is employed in learning the mercantile industry by an employer who provides the learner with reasonable facilities for such learning; and
- (2) Has received a certificate or has been registered as a learner by the commission;

Provided that an employer may employ a learner for a period not to exceed one week pending application to the commission for a certificate and registration of such learner.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, July 6, 1917.

ATTEST: KATHERINE PHILIPS EDSON,

Executive Officer.

INDUSTRIAL WELFARE COMMISSION,  
STATE OF CALIFORNIA,

FRANK J. MURASKY, Chairman;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHEMANN,  
WALTER G. MATHEWSON,  
ALEXANDER GOLDSTEIN.

**INDUSTRIAL WELFARE COMMISSION****STATE OF CALIFORNIA****525 Market Street, San Francisco**

(Statutes of California, 1913, Chapter 324.)

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

\*Special minimum rates for "part-time" work waitresses will be determined when the orders are made in the hotel and restaurant industry.

NOTE.—Any firm wishing to employ either minor or adult learners must send to the Industrial Welfare Commission, where they will receive blank applications for a license for learners.

**REPORT ON EFFECTS OF THE MERCANTILE ORDER.**

Shortly after the passage of the order, the commission called for comparative pay rolls to show the effects of the order. Notices were sent out that all persons, firms or corporations engaged in the mercantile industry in California must file copies of their pay rolls upon blanks furnished by the commission. The following instructions accompanied the notices:

"The pay roll shall include the names of all men as well as all women and minors, the length of employment in the establishment, the rate of pay received for the week ending April 7 (or half-month ending April 14), the average weekly amount received (if any) in commissions and P M's from January 1 to July 1, and the rate of pay to be received for the week ending September 8 (or half-month ending September 15).

List all employees who appear on the April pay roll and have since dropped out.

An individual application for registration as a learner must be made out by each adult woman and minor (girl or boy under 18) who is receiving less than \$10 per week and who has not had sufficient experience to be classed as an experienced worker.

Application blanks will be furnished by the commission."

Pay rolls came in from all sections of the state from department stores, dry goods stores, clothing and furnishing stores, bakeries, retail candy stores, millinery stores and all other stores retailing goods. Returns from all of these have been grouped in the tables. Establishments which combine manufacturing, office and mercantile have not been included, when women were not engaged in the mercantile occupation. Because of conditions peculiar to the 5 and 10 cent stores, they have been considered separately.

In tabulating the returns, the purpose has been to show the effects of the orders on the straight time workers in all occupations that directly relate to the selling of goods. Waitresses, cooks and part time workers have not been included. Wrappers, stockgirls and alteration

hands are included. The office force is included, because in mercantile establishments there is an interchange between the employees of the selling and office forces.

Rates, not the earnings, have been tabulated. As it is customary for many department stores to pay a small commission in addition to the rate of pay, the rates do not measure the full earnings of employees of large department stores. For other kinds of stores, and for the state as a whole, rates and earnings are practically equivalent, so that the rate tables are a close approximation of the earnings. As the same system of pay—the rate plus a commission—was customary at each date of comparison, the rates are a fair measure of the relative earning power of the mercantile employees at the different dates, if not of their full earnings. In all cases, the rate is the guaranteed wage that they are certain of receiving, and upon which they may rely for the payment of current expenses.

The wage data for April, 1917, before the Mercantile Order became operative, and for September, 1917, when the order became operative, have been tallied into nineteen wage divisions. Only the pay rolls of those establishments submitting returns for both April and September were used.

The returns for identical establishments for the year 1914, and for April and September, 1917, have also been compiled, so as to define more closely the changes that were brought about through the Mercantile Order.

## INDUSTRIAL WELFARE COMMISSION.

MERCANTILE INDUSTRY.  
Rate of Wages Per Week—April, 1917. (575 establishments.)  
Number of Women receiving—

City	Total																	
	\$25.00 and over	\$22.50 to \$24.99	\$20.00 to \$22.49	\$18.00 to \$19.99	\$17.00 to \$17.99	\$16.00 to \$16.99	\$15.00 to \$15.99	\$14.00 to \$14.99	\$13.00 to \$13.99	\$12.00 to \$12.99	\$11.00 to \$11.99	\$10.00 to \$10.99	\$9.00 to \$9.99	\$8.00 to \$8.99	\$7.00 to \$7.99	\$6.00 to \$6.99	\$5.00 to \$5.99	\$4.00 to \$4.99
Santa Rosa	1	4	2	4	8	11	2	11	2	7	1	2	3	2	1	2	55	55
Pasadena	6	6	19	15	16	30	7	20	43	8	12	4	8	17	9	6	16	118
Stockton	2	8	38	35	36	39	70	50	83	16	11	18	4	9	10	7	16	237
San Jose	2	2	26	26	26	50	63	50	81	23	16	11	18	9	13	9	10	5
Fresno	4	11	8	15	50	52	19	54	19	9	38	9	13	9	10	8	24	877
San Diego	8	6	78	46	52	182	214	106	55	41	42	22	22	31	10	18	17	860
Sacramento	1	7	32	45	132	106	55	106	135	91	132	48	31	58	21	28	30	844
Oakland	12	27	66	103	120	76	388	449	648	471	457	63	160	320	306	155	129	1,245
San Francisco	7	40	76	106	76	311	786	865	269	742	143	127	299	80	76	140	111	203
Los Angeles	19	71	119	176	311	47	116	152	54	117	29	30	87	29	23	15	14	4,788
All other cities	8	18	32	58	58	1,090	1,432	1,985	1,918	1,002	1,744	467	564	881	315	316	423	289
Totals	53	174	377	595	595	1,090	1,432	1,985	1,918	1,002	1,744	467	564	881	315	316	423	289

Per Cent of Women receiving—

City	Total									
	\$25.00 and over	\$22.50 to \$24.99	\$20.00 to \$22.49	\$18.00 to \$19.99	\$17.00 to \$17.99	\$16.00 to \$16.99	\$15.00 to \$15.99	\$14.00 to \$14.99	\$13.00 to \$13.99	\$12.00 to \$12.99
Santa Rosa	1.8	3.6	7.3	14.7	20.0	3.6	20.0	3.6	20.0	12.0
Pasadena	.9	3.4	6.8	11.9	18.6	9.3	5.9	3.4	2.5	1.8
Stockton	.8	2.6	2.5	8.0	6.3	6.8	6.8	2.5	.9	3.6
San Jose	.5	8	6.9	8.7	9.5	10.3	18.8	5.3	11.4	10.1
Fresno	1.1	3.1	2.2	4.2	13.9	17.5	13.9	6.3	4.4	3.1
San Diego	4	1.0	12.3	15.7	9.3	10.5	10.5	3.8	10.9	8.7
Sacramento	1.0	2.2	5.3	15.6	25.4	12.6	6.5	5.0	2.6	1.8
Oakland	1.1	.8	3.8	8.4	9.6	10.8	11.1	7.3	10.6	3.6
San Francisco	1.5	2.5	3.6	6.4	7.1	9.4	13.6	9.8	11.2	4.7
Los Angeles	1.5	2.5	3.6	6.4	7.6	15.7	17.9	5.6	15.4	8.0
All other cities	.8	3.3	5.4	4.8	11.8	15.5	11.8	5.5	11.9	8.0
Totals	4	1.2	2.6	4.2	7.6	10.0	13.7	13.8	7.0	12.2

Per Cent of Women receiving—

MERCANTILE INDUSTRY—Continued.

Rate of Wages Per Week—April, 1917. (576 establishments.)

### Cumulative Per Cent of Women receiving—

**MERCANTILE INDUSTRY—Continued.**  
**Rate of Wages Per Week—September, 1917. (575 establishments.)**  
**Number of Women receiving—**

CITY	Number of Women receiving—	Total																
		\$25.00 and over	\$22.50 to \$21.39	\$20.00 to \$22.49	\$18.00 to \$19.99	\$16.00 to \$16.99	\$15.00 to \$15.99	\$14.00 to \$14.99	\$13.00 to \$13.99	\$12.00 to \$12.99	\$11.00 to \$11.99	\$10.00 to \$10.99	\$9.00 to \$8.99	\$8.00 to \$7.99	\$7.00 to \$7.99	\$6.00 to \$6.99	\$5.00 to \$5.99	\$4.00 to \$4.99
Santa Rosa	1	4	13	5	56	15	11	2	10	1	1	2	2	2	3	2	3	61
Pasadena	8	6	13	6	74	6	33	10	3	24	6	10	6	11	6	16	4	239
Stockton																		
San Jose	8	7	29	10	144	26	42	11	10	15	6	10	6	11	8	4	347	
Fresno	20	5	31	20	153	34	21	13	19	17	8	12	14	2	10	8	401	
San Diego	33	15	46	22	190	23	57	16	11	30	5	9	18	8	10	8	501	
Sacramento	69	45	127	44	419	58	52	17	43	20	13	20	22	17	18	26	1,010	
Oakland	79	36	151	56	457	116	155	45	37	84	21	36	30	23	41	37	1,404	
San Francisco	160	97	358	389	1,294	627	558	137	374	272	150	153	164	141	165	212	5,241	
Los Angeles	221	118	441	278	1,949	339	528	164	155	316	81	97	137	115	57	114	5,406	
All other cities	37	18	77	48	340	71	122	39	53	84	20	32	23	33	18	1,050		
Totals	631	349	1,320	887	5,096	1,316	1,591	459	671	876	317	383	438	356	340	464	15,794	

**Per Cent of Women receiving—**

CITY	Per Cent of Women receiving—	Total																
		\$25.00 and over	\$22.50 to \$21.39	\$20.00 to \$22.49	\$18.00 to \$19.99	\$16.00 to \$16.99	\$15.00 to \$15.99	\$14.00 to \$14.99	\$13.00 to \$13.99	\$12.00 to \$12.99	\$11.00 to \$11.99	\$10.00 to \$10.99	\$9.00 to \$8.99	\$8.00 to \$7.99	\$7.00 to \$7.99	\$6.00 to \$6.99	\$5.00 to \$5.99	\$4.00 to \$4.99
Santa Rosa	1.6	6.6	1.6	32.8	1.6	19.7	3.3	4.5	16.4	1.6	3.3	3.3	3.3	3.3	3.3	3.3	4.9	100
Pasadena	1.3	1.5	9.9	3.8	42.4	11.4	8.3	3.8	4.5	3.0	.8	1.5	2.3	1.5	1.5	1.5	1.5	100
Stockton																		
San Jose	2.0	2.5	5.4	2.5	31.0	2.5	18.8	4.2	1.3	10.0	.8	4.2	6.7	3.8	2.5	7.5	100	
Fresno	5.0	8.6	2.9	41.4	7.5	12.1	3.1	2.9	4.3	1.7	2.9	1.7	3.1	2.3	1.2	1.2	100	
San Diego	3.6	7.7	5.0	38.2	8.5	3.2	4.7	4.2	2.0	3.0	1.8	3.6	1.5	2.0	5.5	5.5	100	
Sacramento	6.8	4.4	9.2	4.4	88.0	4.6	11.4	3.2	2.2	6.0	1.0	2.2	1.7	1.8	2.5	1.5	100	
Oakland	5.6	10.8	4.0	41.5	5.7	5.2	1.7	4.3	1.9	1.3	2.0	2.2	1.7	1.8	2.5	1.0	100	
San Francisco	3.1	1.9	7.4	7.6	24.7	11.9	10.6	2.6	6.4	5.2	2.9	3.1	2.7	3.0	4.0	4.0	100	
Los Angeles	4.1	2.2	8.2	5.1	36.0	6.3	15.3	3.0	2.9	5.9	1.5	2.5	2.1	1.0	2.1	1.0	100	
All other cities	3.5	1.7	7.3	4.6	32.4	6.7	11.6	3.7	5.1	8.0	2.8	3.1	2.5	2.2	3.1	1.7	100	
Totals	4.0	2.2	8.3	5.6	82.2	8.3	12.0	2.9	4.3	5.6	2.0	2.4	2.8	2.3	2.2	2.9	100	

MERCANTILE INDUSTRY—Continued.  
 Rate of Wages Per Week—September, 1917. (575 establishments.)  
 Cumulative Per Cent of Women receiving—

City	Total									
	\$25.00 and over									
Under \$25.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$22.50	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$20.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$18.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$17.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$16.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$15.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$14.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$13.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$12.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$11.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$10.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$9.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$8.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$7.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$6.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$5.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Under \$4.00	95.1	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9	94.9
Totals	4.0	6.2	14.5	20.1	52.3	60.6	72.6	75.5	79.8	86.4

\*By October this was corrected, all stores conforming to the 25 per cent rule.

**MERCANTILE INDUSTRY.**  
**Weekly Rate of Wages—Identical Establishments.**

Number of Women receiving—

City	Under \$1.00	\$1.00-\$1.25	\$1.25-\$1.50	\$1.50-\$1.75	\$1.75-\$2.00	\$2.00-\$2.25	\$2.25-\$2.50	\$2.50-\$2.75	\$2.75-\$3.00	\$3.00-\$3.25	\$3.25-\$3.50	\$3.50-\$3.75	\$3.75-\$4.00	\$4.00 and over	Total
	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
San Francisco (29 establishments)—															
1914 -----	22	75	283	846	128	412	457	275	314	1,944	3,576				
April, 1917 -----	5	41	69	77	292	348	512	301	463	1,513	3,621				
September, 1917 -----			143	81	317	298	1,007	510	1,628	3,964					
Los Angeles (17 establishments)—															
1914 -----	14	138	129	221	281	557	513	537	162	1,312	3,842				
April, 1917 -----	8	63	105	174	258	487	684	734	216	1,327	4,059				
September, 1917 -----				204	100	366	234	1,674	260	1,471	4,309				
Oakland (10 establishments)—															
1914 -----	7	77	45	187	91	112	98	108	55	258	1,038				
April, 1917 -----	9	25	60	88	124	88	99	94	72	282	987				
September, 1917 -----				63	34	120	49	373	80	315	1,036				
San Diego (8 establishments)—															
1914 -----	7	3	12	63	56	43	39	36	13	132	404				
April, 1917 -----	2	8	5	56	65	39	46	47	16	150	484				
September, 1917 -----				32	15	39	20	171	18	148	443				
Sacramento (9 establishments)—															
1914 -----	12	15	193	146	13	94	79	47	41	145	785				
April, 1917 -----	1	7	31	40	118	196	88	47	32	170	730				
September, 1917 -----				68	43	106	80	395	46	201	889				

	Per Cent receiving—														Total	
	.6	2.1	8.0	9.7	3.6	11.6	12.9	7.7	8.8	35.0	100	.6	2.1	8.0	9.7	
San Francisco (29 establishments)—	.6	2.1	8.0	9.7	3.6	11.6	12.9	7.7	8.8	35.0	100					
1914 -----	.6	2.1	1.9	2.1	8.1	9.6	14.2	8.3	12.8	41.8	100					
April, 1917 -----	.1	1.1	1.9	2.1	8.1	9.6	14.2	8.3	12.8	41.8	100					
September, 1917 -----					3.6	2.0	7.9	7.5	25.3	12.8	40.9	100				
Los Angeles (17 establishments)—																
1914 -----	.4	3.5	3.4	5.8	6.8	14.5	13.3	14.0	4.2	34.1	100					
April, 1917 -----	.2	1.6	2.6	4.3	6.4	12.0	16.8	18.1	5.3	32.7	100					
September, 1917 -----					5.1	2.3	8.5	5.4	38.8	6.0	33.9	100				
Oakland (10 establishments)—																
1914 -----	.7	7.4	4.3	18.0	8.8	10.8	9.4	10.4	5.3	24.9	100					
April, 1917 -----	.9	2.8	6.4	9.2	18.2	9.2	10.6	10.0	7.7	30.0	100					
September, 1917 -----					6.3	8.8	11.6	4.7	38.0	7.7	30.4	100				
San Diego (8 establishments)—																
1914 -----	.2	2.2	3.0	15.6	13.8	10.6	9.7	8.9	3.2	32.8	100					
April, 1917 -----	.5	1.8	1.2	12.8	15.0	9.0	10.5	10.8	3.7	34.7	100					
September, 1917 -----					7.2	3.4	8.8	4.5	38.4	4.1	33.6	100				
Sacramento (9 establishments)—																
1914 -----	1.5	1.9	24.5	18.6	1.6	12.0	10.0	6.0	5.2	18.7	100					
April, 1917 -----	.1	.9	4.2	5.5	16.5	26.8	12.0	6.4	4.3	23.3	100					
September, 1917 -----					7.6	4.8	12.0	3.4	44.4	5.2	22.6	100				

## MERCANTILE INDUSTRY—Continued.

## Weekly Rate of Wages—Identical Establishments.

## Cumulative Per Cent receiving—

City	Under \$14.00	Under \$15.00	Under \$16.00	Under \$17.00	Under \$18.00	Under \$19.00	Under \$20.00	Under \$21.00	Under \$22.00	Under \$23.00	\$24 and over
San Francisco (29 establishments)—											
1914 -----	.6	2.7	10.7	20.4	24.0	35.6	48.5	58.2	65.0	35.0	
April, 1917 -----	.1	1.2	3.1	5.2	18.8	22.0	37.1	45.4	58.2	41.8	
September, 1917 -----				3.6	5.6	13.5	21.0	46.3	69.1	40.9	
Los Angeles (17 establishments)—											
1914 -----	.4	3.9	7.3	13.1	19.9	34.4	47.7	61.7	65.9	34.1	
April, 1917 -----	.2	1.8	4.4	8.7	15.1	27.1	43.9	62.0	67.8	32.7	
September, 1917 -----				5.1	7.4	15.9	21.3	60.1	66.1	38.9	
Oakland (10 establishments)—											
1914 -----	.7	8.1	12.4	30.4	39.2	50.0	59.4	69.8	75.1	24.9	
April, 1917 -----	.9	3.7	10.1	19.3	32.5	41.7	52.8	62.8	70.0	80.0	
September, 1917 -----				6.8	9.8	21.2	*25.9	61.9	69.6	30.4	
San Diego (8 establishments)—											
1914 -----	.2	2.4	5.4	21.0	34.8	45.4	55.1	64.0	67.2	32.8	
April, 1917 -----	.5	2.3	3.5	16.3	31.3	40.3	50.8	61.6	65.8	34.7	
September, 1917 -----				7.2	10.6	19.4	23.9	62.3	66.4	33.6	
Sacramento (9 establishments)—											
1914 -----	1.5	3.4	27.9	46.5	48.1	60.1	70.1	76.1	81.3	18.7	
April, 1917 -----	.1	1.0	5.2	10.7	27.2	54.0	68.0	72.4	76.7	23.3	
September, 1917 -----				7.6	12.4	24.4	*27.8	72.2	77.4	22.6	

\*Corrected within the month, the firm at fault reducing the number of apprentices to less than 25 per cent.

The lowest wage permitted under the order is \$6. We, therefore, find no one working for less than \$6 in September, whereas there were 604 working for less than \$6 in April. The lowest wage groups were eliminated by this restriction.

The lower wage groups were limited by a restriction on the number of apprentices to 25 per cent of the total number of employees. It was not possible to know to what extent this rule was being followed until the pay rolls were received by the commission.

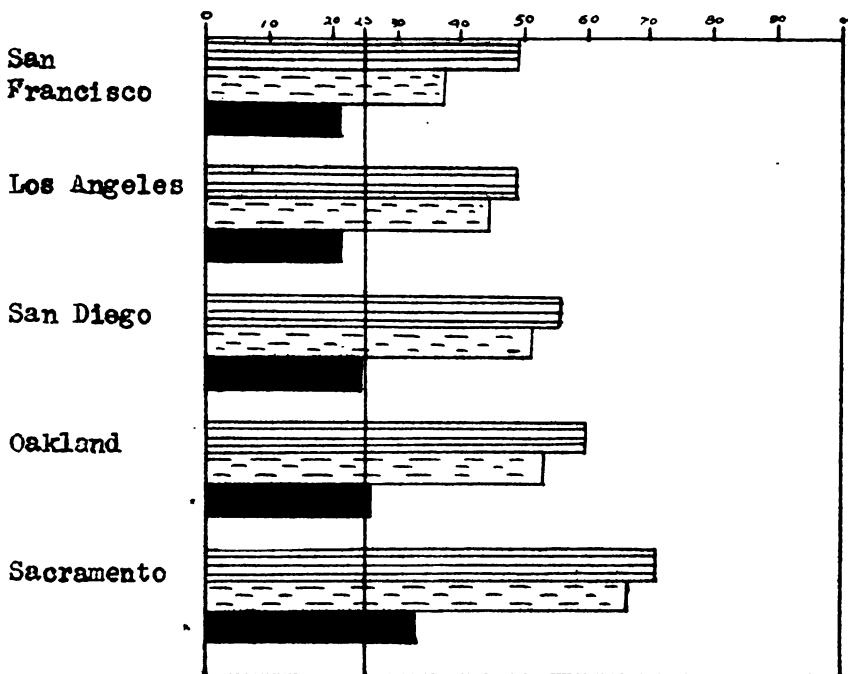
Any excess was corrected, but the results were tallied as given originally on the pay rolls rather than as corrected, in order that a true picture might be drawn of the immediate results produced by the issuance of the order.

While a few establishments exceeded their allowance, the majority came so well within the order that no city except Sacramento shows as much as 25 per cent receiving under \$10. For the state, the per cent receiving under \$10 decreased from 51 per cent in 1914 to 40 per cent in April, 1917, and to 20 per cent in September. That this decrease in the low wage groups resulted from the passage of the mercantile order and not from any general tendency in the industrial world, is shown

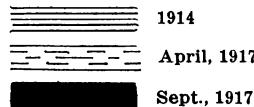
by the following table compiled from the pay rolls of identical establishments for 1914, and April and September, 1917:

	Per cent under \$10			Per cent decrease	
	1914	April, 1917	Sept., 1917	1914 to April, 1917	1917, April to Sept.
San Francisco -----	48.5	37.1	21.0	11.4	16.1
Los Angeles -----	47.7	43.9	21.3	3.8	22.6
San Diego -----	55.1	50.8	23.9	4.4	26.9
Oakland -----	59.4	52.3	25.9	7.1	20.4
Sacramento -----	70.1	63.0	27.8	4.1	38.2

**PER CENT OF WOMEN RECEIVING UNDER \$10.00—MERCANTILE INDUSTRY.**  
Identical Establishments.



\*Excess over 25 per cent corrected within a month.



The decrease in the per cent receiving under \$10 was negligible for the three years from 1914 to April, 1917. The drop in percentage from April to September, 1917, made necessary in order to come within the 25 per cent allowance was great for so short a period. While Sacra-

mento was compelled to make further adjustments during September, its decrease was the greatest of any.

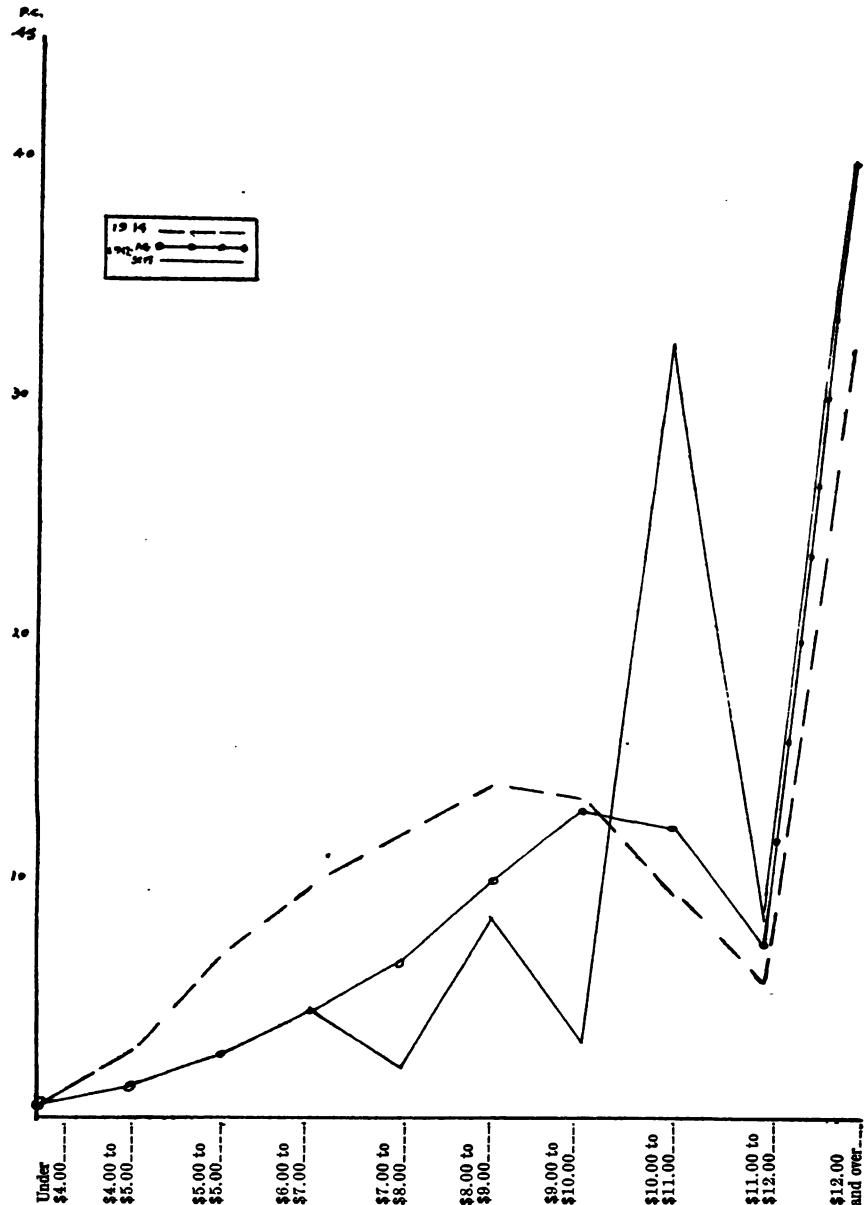
Through the registration of learners, a continuous check is kept on all establishments to prevent an excess over the 25 per cent limitation.

This decrease in the percentage in the low wage groups meant a promotion to better wages and not unemployment for the persons involved. The same establishments are covered in September as in April, and no others. The total number of employees increased from 14,335 in April to 15,794 in September, or ten per cent. The most noticeable relative increase in numbers was in the \$10 group which rose from 13 per cent to 32 per cent, or an increase of 19 per cent. In April 39.7 per cent received under \$10, in September, 20.1 per cent; a decrease of 19.6 per cent.

From this, the generalization must not be made that the minimum becomes the standard wage. There is always one wage group that is representative of a larger per cent of workers than any other. In April, it was the \$9 group. The minimum wage order pushed this up to \$10 and greatly augmented the number who received the standard wage. The minimum wage does not become the standard wage in the sense of creating a standard. A standard wage already exists, the minimum wage merely raises this, and also increases the number coming under it.

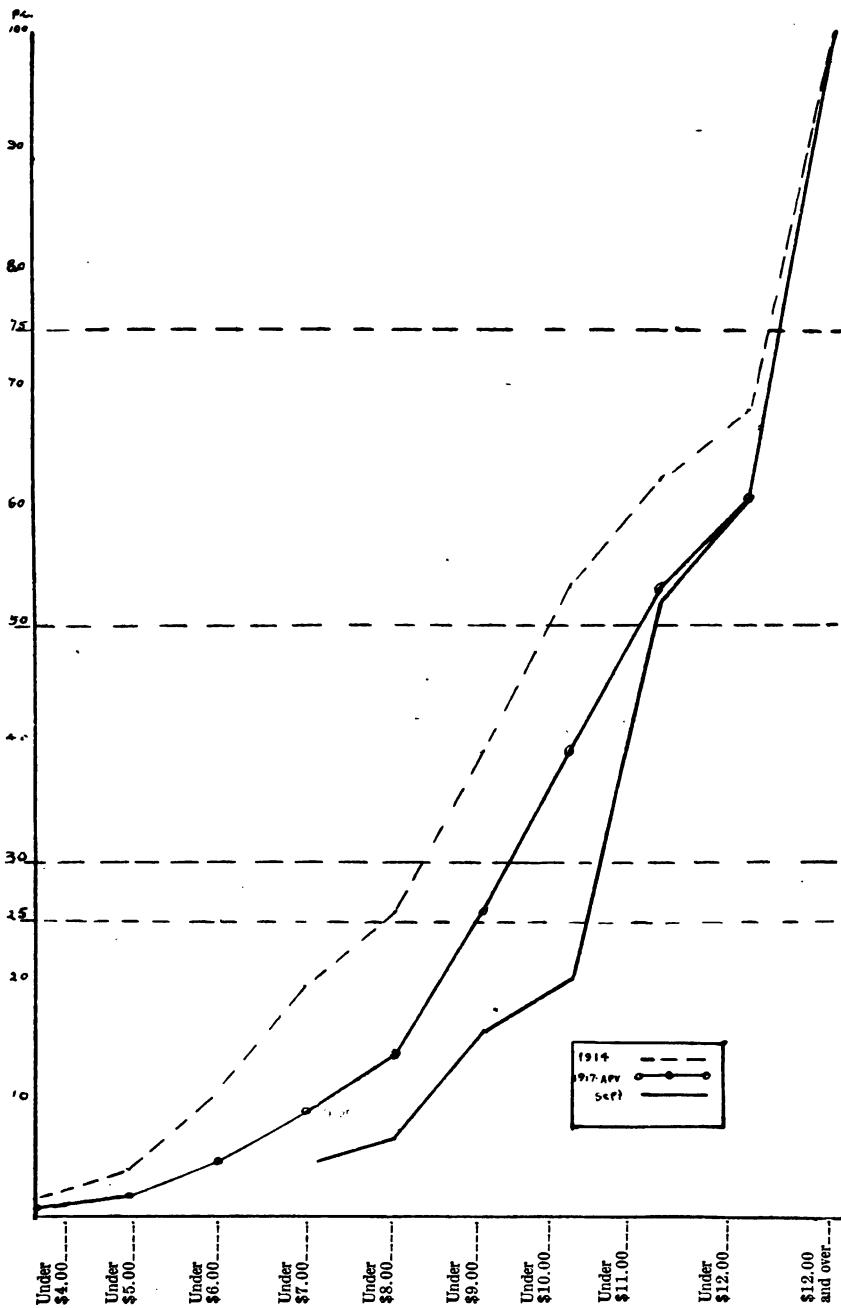
## MERCANTILE INDUSTRY—STATE SUMMARY.

Per Cent of Women Receiving Specified Weekly Rates In 1914, and in April and September, 1917.



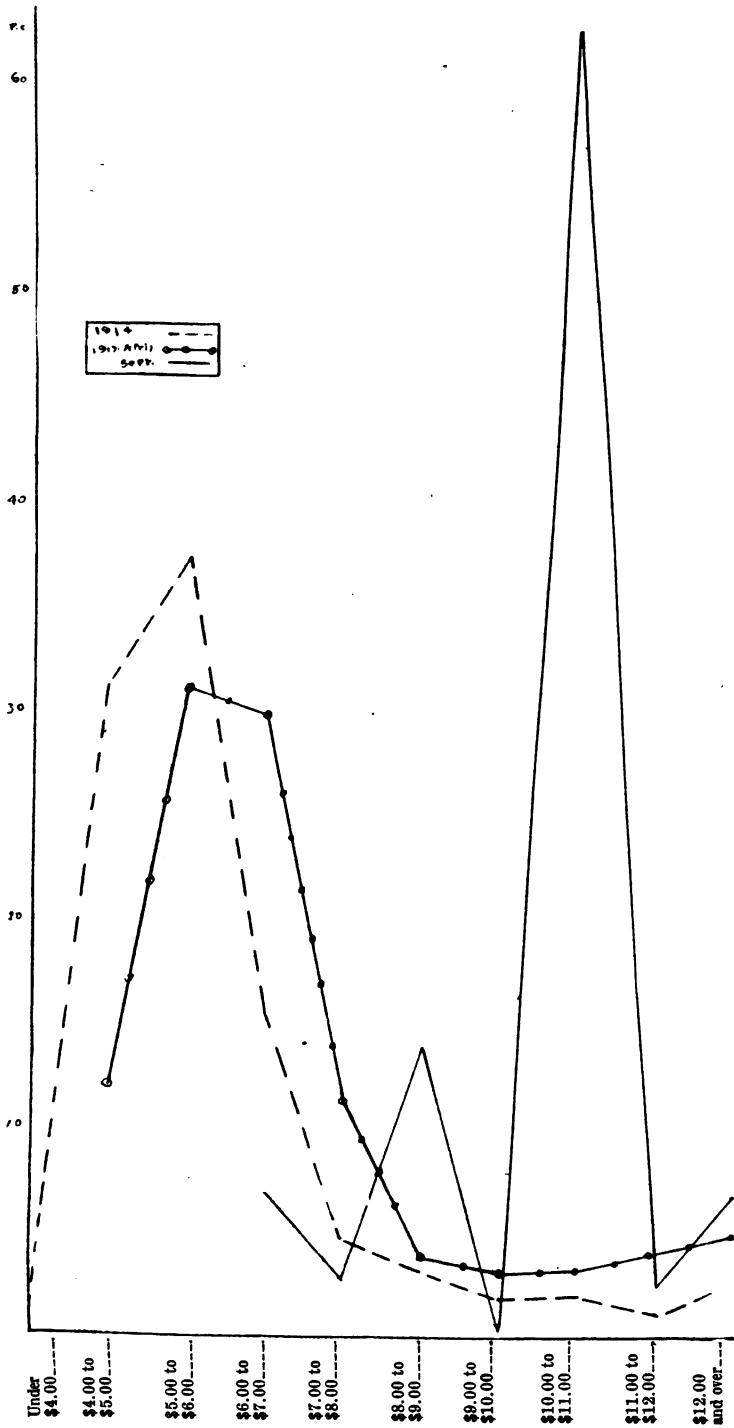
## MERCANTILE INDUSTRY—STATE SUMMARY.

Cumulative Per Cent of Women at Specified Weekly Rates in 1914, and in April  
and September, 1917.



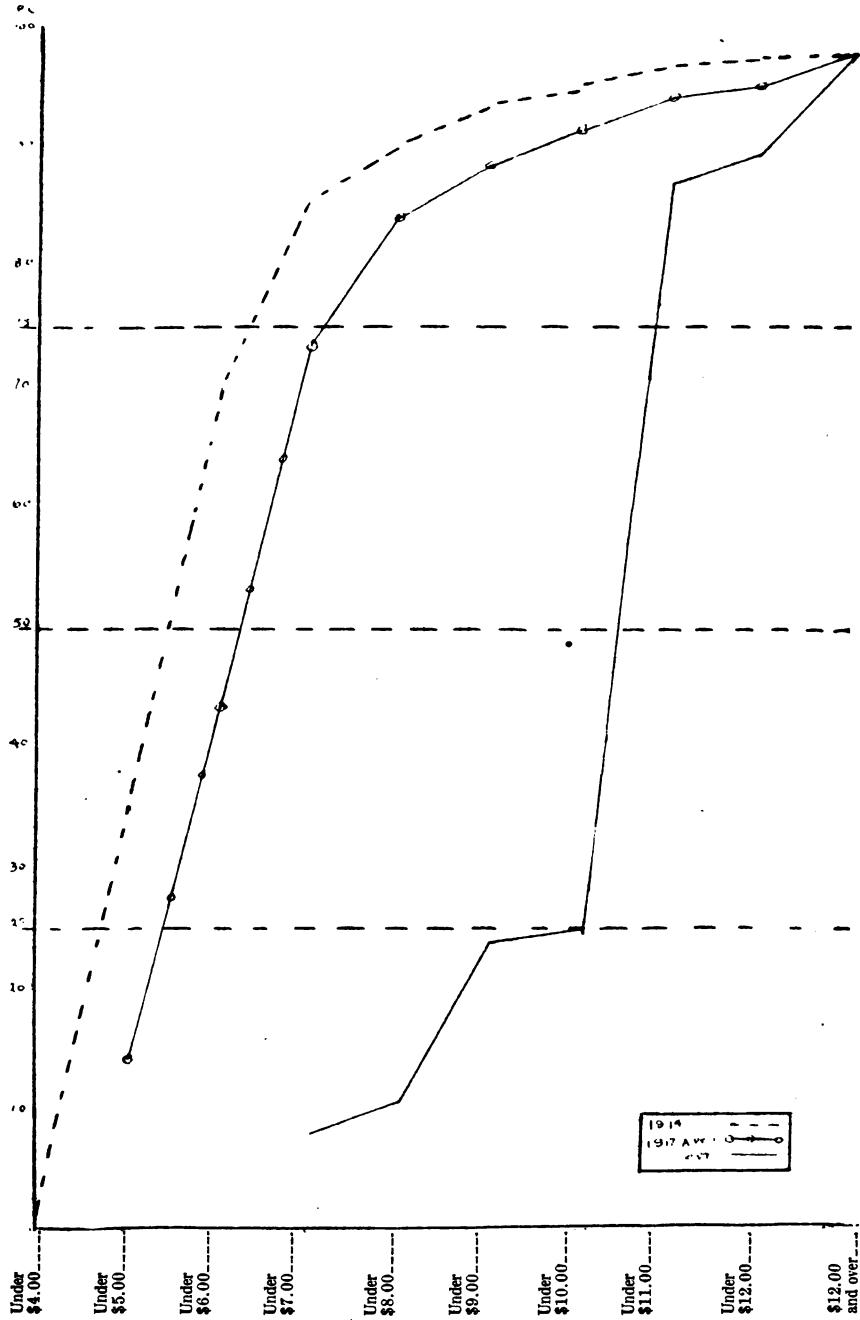
## 5-10-15 CENT STORES.

Per Cent of Women Receiving Specified Weekly Rates in April and September, 1917.



## 5-10-15 CENT STORES—STATE SUMMARY.

Cumulative Per Cent of Women at Specified Weekly Rates in 1914, and in April and September, 1917.



For similar reasons, it is not correct to say that the minimum becomes the maximum wage. The highest wages are paid to a few possessing special qualifications of skill or executive ability. In the stores, the \$25 and over group is composed almost entirely of buyers or assistants, department heads, and forewomen. As in the case of the overhead charges, the percentage for this group does not grow proportionately with the business. This is more certain to be the case if wages are raised, for better pay improves the general tone of employees, besides attracting a more intelligent and dependable type. This improved type of employee does not require as much supervision as the underpaid clerk.

The minimum wage and better working conditions might be expected to decrease the number of supervisory positions, certainly it would not add to them. But better pay in the lower groups operates all along the line to push wages up. In the \$10 and over group there was an increase for the state of 19.6 per cent in September over April. In the higher groups of \$12 and over, the per cent in 1914 was 32; in April, 1917, 40; and in September, 40. The actual number in the \$12 and over group rose from 5,729 to 6,195, or 8 per cent. This is proof that the minimum wage did not become the maximum.

#### Rank of cities.

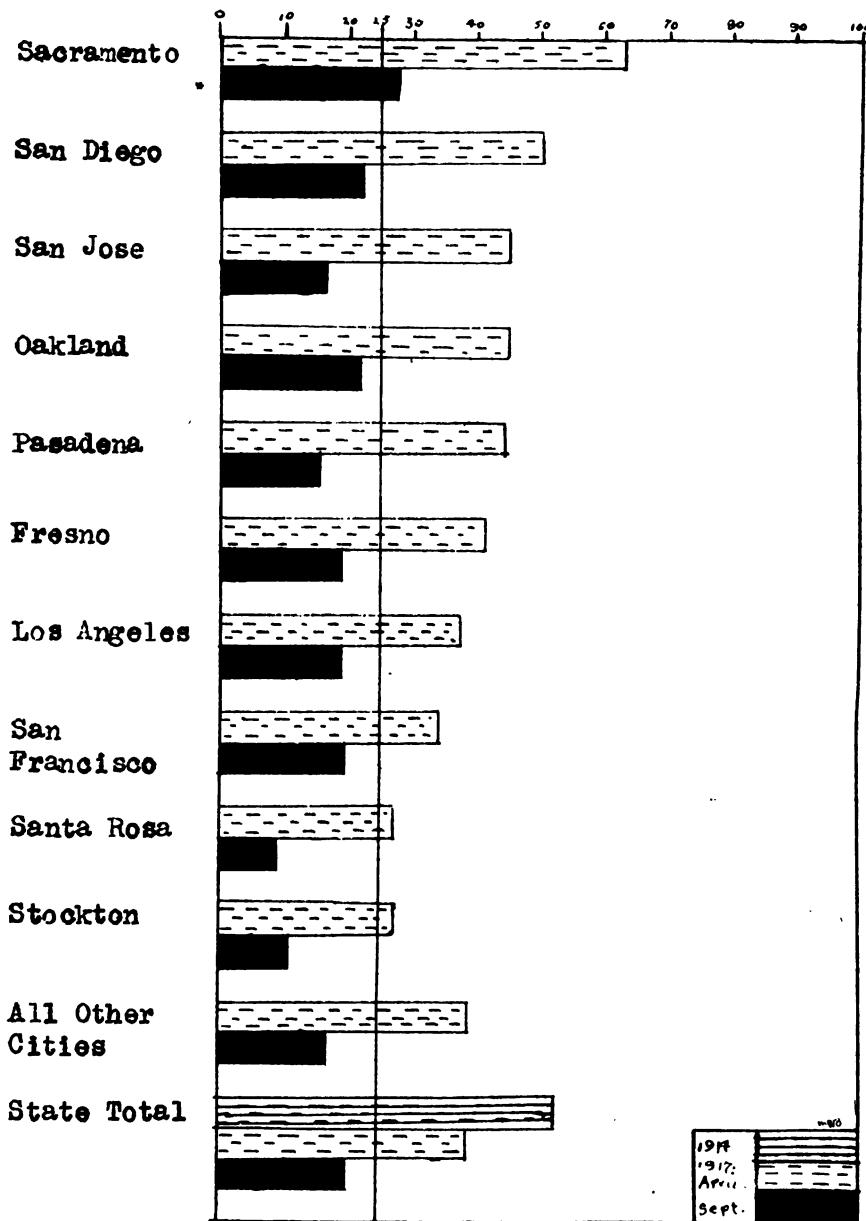
For the state as a whole it is interesting to note how the individual cities range in the payment of wages to women in the mercantile establishments. Considering the \$10 and under group, the city having the highest percentage of low paid workers in 1914 was Sacramento, followed in decreasing scale by Oakland, San Diego, San Francisco and Los Angeles. In April, 1917, Sacramento heads the list again, followed by San Diego, San Jose, Oakland, Pasadena, Fresno, Los Angeles, San Francisco, Santa Rosa and Stockton. In September, 1917, Sacramento is followed by San Diego, Oakland, San Francisco, Los Angeles, Fresno, San Jose, Pasadena, Stockton and Santa Rosa.

Considering the \$12 and over group, the city having the smallest per cent of highly paid workers in 1914 was Sacramento, then came, in increasing scale, Oakland, San Diego, Los Angeles and San Francisco; in April, 1917—Sacramento, Pasadena, San Jose, San Diego, Fresno, Oakland, Los Angeles, San Francisco, Santa Rosa and Stockton; and in September, 1917—Sacramento, Pasadena, San Diego, Los Angeles, San Jose, Oakland, Fresno, San Francisco, Santa Rosa and Stockton.

Whatever the basis of comparison, Sacramento holds the position of paying the lowest wages in the state to the women in the mercantile industry.

## MERCANTILE INDUSTRY.

Per Cent Under \$10.00.



\*Corrected within a month to less than 25 per cent.

1916  
1917:  
Arr.  
Sept.

Los Angeles makes a good showing at each period for a low per cent in the \$10 and under group. In general, the southern cities rank lower in the high pay groups.

San Francisco ranks close to Los Angeles in the \$10 and under group, but has a better rank in the \$12 and over groups, maintaining its reputation for comparatively high wages.

With the exception of Sacramento, the cities in northern California rank well in the high-pay groups. For the honor of being the best paying city in the state for mercantile employment for women, Stockton and Santa Rosa closely compete, whether the low or high-pay groups are used for the comparison.

#### 5 and 10 cent stores.

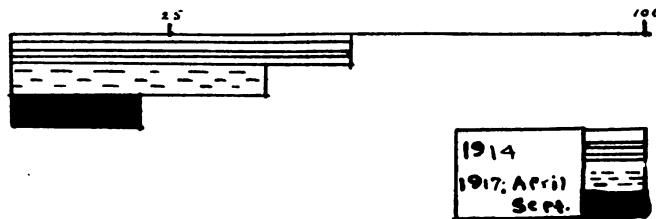
The general results observed in the mercantile establishments were reproduced in a greater degree in the 5 and 10 cent stores. The adjustment necessary for full compliance with the Minimum Wage rulings was very much greater than in any other store. In 1914, 95 per cent received under \$10; in April, 1917, 91 per cent, while in September they dropped to the required 25 per cent. In 1914, 70 per cent received less than \$6. In April, 43 per cent received under \$6, and 73 per cent under \$7. In September none received less than \$6, and only 8 per cent between \$6 and \$7; whereas 75 per cent received \$10 or over.

#### PER CENT OF WOMEN RECEIVING UNDER \$10.00.

#### 5 - 10 - 15 Cent Stores



#### MERCANTILE INDUSTRY - State Total



April represents conditions shortly before the passage of the Mercantile Order. September shows the improved conditions when the order became effective.

**FIVE, TEN AND FIFTEEN CENT STORES.**  
**Full Time Workers.**

Wages	1914		April, 1917		Sept., 1917		Cumulative per cent		
	Number	Per cent	Number	Per cent	Number	Per cent	1914	April, 1917	Sept., 1917
Under 4.00 -----	5	1.0					1.0		
\$4.00 to \$4.99-----	161	31.5	62	12.1			32.5	12.1	
\$5.00 to \$5.99-----	191	37.5	160	31.2			70.0	43.3	
\$6.00 to \$6.99-----	79	15.5	154	30.0	43	8.1	85.5	73.3	8.1
\$7.00 to \$7.99-----	28	4.5	58	11.3	14	2.6	90.0	84.6	10.7
\$8.00 to \$8.99-----	15	2.9	19	3.7	74	13.9	92.9	88.3	24.6
\$9.00 to \$9.99-----	8	1.6	15	2.9	2	.4	94.5	91.2	25.0
\$10.00 to \$10.99-----	10	1.9	15	2.9	345	61.7	96.4	94.1	89.7
\$11.00 to \$11.99-----	5	1.0	5	1.0	13	2.4	97.4	95.1	92.1
\$12.00 and over-----	12	2.6	25	4.9	42	7.9	2.6	4.9	7.9
<b>Totals-----</b>	<b>509</b>	<b>100.0</b>	<b>513</b>	<b>100.0</b>	<b>533</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

**Special Workers.**

	Number	Per cent
April-----		
\$4.00 -----	28	28.6
\$5.00 -----	22	22.5
\$6.00 -----	41	41.8
\$7.00 -----	4	4.1
\$8.00 -----	1	1.0
\$9.00 -----	1	1.0
\$10.00 -----	1	1.0
<b>Totals-----</b>	<b>98</b>	<b>100.0</b>
September-----		
\$7.50 -----	99	67.3
\$10.00 -----	48	22.7
<b>Totals-----</b>	<b>147</b>	<b>100.0</b>

	April	September
Total workers -----	611	690
Per cent specials-----	16.00	21.60

Per cent of specials, receiving under \$7.00 in April, 98 per cent; in September, no per cent; under \$8.00, in April, 97.0 per cent; in September, 67.3 per cent; per cent at \$10.00 in April, 1.0 per cent; in September, 22.7 per cent.

Before the commission passed the mercantile order, these stores took advantage of the peculiar character of their business. The range of goods was not great compared to large department stores; the system of display common to variety stores made the goods practically self-selling, so there was no call for trained saleswomen. The savings through low wages, however, were partly redistributed because of losses through employees, the result of the type of employee who would work for the low wage, combined with the temptation that always accompanies low wages, to make up for the wage if the opportunity arises. Higher

wages raise the self-respect of the employees who are retained and makes them more dependable, besides attracting a better class of employee.

Though recognizing the need for a change and the benefits to be gained, business, especially in the matter of wages, chooses always to wait until some movement forces the change on all concerns in the same line. The mercantile order became the impelling force that brought up the 5 and 10 cent stores from their widely criticised position of paying low wages to that of paying a living wage. The changes required were more than in other establishments, yet were produced with no more friction, the management displaying a spirit of ready and willing co-operation.

#### SUMMARY

Summing up the accomplishments of the mercantile order, the effects were found to be:

1. That no establishment was forced out of existence by the order.
2. That the number of employees was not decreased, but increased 10 per cent.
3. That the minimum wage does not become the standard. In California it did raise the wage representing the largest number of employees from the \$9 to the \$10 group.
4. That the minimum wage does not become the maximum, for the number in the high-pay groups increased. Other conditions that are entirely separate from the minimum wage very definitely limit the size of the higher-pay groups.
5. That the minimum wage is a real remedial measure. The lowest pay groups were eliminated entirely. The percentage in the other low groups was restricted to 25 per cent of the number of employees. The changes were not brought about by general industrial conditions. There was no noticeable movement toward an advance in wages of women at any time in the three years from 1914 to 1917. There were no new factors introduced in the few months from April to September, 1917, that would cause such an advance.

The low-wage groups have no surplus. All they earn must be spent for necessities. They will not risk even one day's unemployment of their own choice. They do not have the funds to provide the nourishment that would give them the courage to demand better working conditions. Competitive conditions in industry do not permit a voluntary increase in wages that would not be common to all firms. A living wage is not granted until the public demands it for its own preservation. Not until the Industrial Welfare Commission passed the mercantile order did a noticeable increase in wages and improvement in working conditions take place.

## THE LAUNDRY INDUSTRY.

The investigation in the laundry industry in 1914 brought out the fact that almost 60 per cent (59.2) of the women were working for less than \$10. The need of a minimum wage ruling was established. Working conditions were also open to improvement.

The larger number of employees in the mercantile industry caused the commission to give it prior consideration. While the mercantile wage board was still deliberating, the Industrial Welfare Commission prepared to take similar action in the laundry industry.

The employers and the employees of the laundry industry were asked to appoint committees from which the commission would select a wage board. Addresses were made before associations of employers and of employees, explaining the work of the commission and the importance of electing representative persons to the wage board.

As early as April 19, 1917, the Laundry Owners' Association of California was requested to appoint an advisory committee. The following Committee on Minimum Wage was named by the president of the association:

San Francisco—F. J. Huebsch, C. P. Cain and B. B. Galland.  
Oakland—Geo. B. Ferguson.  
Los Angeles—John Reed, John Morris and Geo. Miller.  
San Diego—J. Lee Cathcart.  
Pomona—Fred E. Whyte.

To secure a representative committee of employees, the following notice was sent out:

### INDUSTRIAL WELFARE COMMISSION STATE OF CALIFORNIA

*To the Women Employees in the Laundry Industry:*

After completing extensive investigations in the laundry industry of California, the Industrial Welfare Commission is now prepared to proceed to its next duty: The fixing of a minimum, or lowest, wage to be paid to women and minors. It is the duty of the commission to call into existence a Wages Board, or conference of employees and employers.

On Friday, June 15, 1917, the women employed in this establishment are requested to select their representative to sit on the Wages Board. This board consists of employers and employees, whose duty it will be to recommend to the Industrial Welfare Commission a minimum wage for women and minors, the proper wage for apprentices, minor and adult learners, and the method for their promotion and advance. This selection of representatives will be as follows:

- (a) No woman can be selected who has not had at least one year's experience in the industry. A woman of experience and good judgment is desired.
- (b) Women who are heads of departments or office employees are not eligible.
- (c) The election is to be by secret ballot, and all women employees in the establishment are requested to thus show their preference for their representative.

- (d) The woman receiving the highest number of votes will be eligible to the conference of employees' representatives, which will be held in the office of the Industrial Welfare Commission on call. From this conference the Industrial Welfare Commission will make its choice of three or five women for the Wages Board.

The law provides that for the few days the Wages Board is sitting a fee of \$5.00 per day and necessary traveling expenses will be paid.

#### INDUSTRIAL WELFARE COMMISSION

Union League Building  
N. E. corner Second and Hill streets  
Los Angeles, Cal.

525 Market street  
San Francisco, Cal.  
Sutter 2538

Those elected in Los Angeles were:

Miss Allen,  
Miss O'Rourke,  
Miss Burns,  
Miss Reynolds,

Miss Anderson,  
Miss Keller,  
Miss Reed,  
Miss Ainsley.

Those elected in San Francisco by the Laundry Workers' Union were:

Mrs. Insley,  
Miss Racoullat,  
Miss Brown,

Miss Deery,  
Mrs. Woodward.

On October 2 and October 22 the commission met with the advisory committee of the employees, and on October 17 with that of the employers.

On October 17, 1917, the commission passed the following resolution authorizing a wage board for the laundry industry:

**WHEREAS**, It is provided by section 5, Statutes of California, 1913, chapter 324, as amended Statutes 1915, chapter 571, that

"If, after investigation, the commission is of the opinion that in any occupation, trade, or industry, the wages paid to women and minors are inadequate to supply the cost of proper living, or the hours or conditions of labor are prejudicial to the health, morals or welfare of the workers, the commission may call a conference, hereinafter called 'Wages Board'; and

**WHEREAS**, The Industrial Welfare Commission of the State of California, after investigation, is of the opinion that the wages paid to women and minors in the laundry industry are inadequate to supply the cost of proper living, and the conditions of labor are prejudicial to the health and welfare of the workers therein; now, therefore, be it

**Resolved**, That a wage board be, and is hereby, called in the laundry industry to consider the wages paid and the conditions of labor of women and minors employed in the laundry industry, and to report to the commission its findings, including therein:

1. An estimate of the minimum wage adequate to supply to women and minors engaged in the occupation, trade or industry in question the necessary cost of proper living and to maintain the health and welfare of such women and minors.

2. The standard conditions of labor in the occupation, trade or industry in question, demanded by the health and welfare of such women and minors.

The following rules and regulations were adopted to govern the number and selection of the members and mode of procedure of the wage board in the laundry industry:

**WHEREAS**, It is provided by section 5, Statutes of California, 1913, chapter 324, that

"The commission shall make rules and regulations governing the selection of members and mode of procedure of such wage board"; now, therefore be it

*Resolved*, That the following rules and regulations be, and the same are hereby, adopted as rules and regulations governing the number and selection of the members and mode of procedure of the wage board in the laundry industry:

**1. ORGANIZATION OF WAGE BOARD.**

A conference to be known as "Wages Board" shall consist of four persons representing employers, four persons representing employees, and one person representing the commission. The person representing the commission shall be chairman of the wages board.

**2. METHOD OF SELECTION.**

The representatives of employers may be chosen from the list of Laundry owners' Association. The representative of the employees may be chosen from those women elected by the women employees in the different laundries in California who, by vote, selected their candidates for the wages board.

**3. ALTERNATES.**

Alternates may be selected by the commission from the names remaining on the list of employers' representatives and from the remaining candidates chosen by the women employees, after the selection of the members of the wages board as provided. These alternates are to fill any vacancies which may occur.

**4. VOTING.**

Each member of the wages board shall have one vote. A majority vote shall determine all recommendations. A majority of the representatives of both employers and employees and the chairman must be present in order to transact business. The final vote may be taken only when all members of the wages board are present.

**5. DELIBERATIONS.**

The wage board shall deliberate under parliamentary law, and no question shall be discussed that is not germane to the conditions of labor and cost of living of women and minors employed in the industry under consideration. [Robert's rules of order shall govern.]

**6. COMPENSATION.**

Each member of the wages board shall be allowed five dollars per diem and necessary traveling expenses while engaged in such conference.

**7. AMENDING RULES.**

The commission may amend, modify or suspend any of the foregoing rules or regulations and shall exercise exclusive jurisdiction over all questions arising as to validity of the procedure and of the recommendations of such wages board.

**8. MEETINGS.**

The wages board thus selected may upon request by the commission be called together at any time and place that the commission may designate. The members of the wages board shall serve until discharged by the commission.

The wage board was chosen from the advisory committees of employers and employees. Care was exercised not to choose a representative of the employers and the employees from the same establishment, insuring freer discussion and distributed representation.

The first meeting of the Laundry Wage Board was held on October 23. The members are named and the proceedings summarized in the report of the chairman to the commission, which is given in full.

**REPORT OF THE INDUSTRIAL WELFARE COMMISSION OF THE  
WAGE BOARD HELD IN THE LAUNDRY INDUSTRY  
OF CALIFORNIA, OCTOBER 23, 24, 25, 1917.**

**GENTLEMEN:** In pursuance of the resolution passed at the meeting of October 17, I herewith report the wage board in the laundry industry:

**THE EMPLOYERS** were represented by men elected by the California Laundrymen's Association and consisted of

Mr. F. J. Huebsch, chairman of the Advisory Committee, one of the Metropolitan Laundry Employers, and superintendent of the Metropolitan Laundry Company; Mr. Chas. P. Cain, of the La Grande Laundry, both of San Francisco.

Mr. J. Lee Oathcart, of San Diego, and

Mr. Fred E. Whyte, of Pomona.

**THE EMPLOYEES'** representatives were:

Miss Kathryn Deery, Secretary of the Laundry Workers Union of San Francisco.

Mrs. Clara B. Woodward, of San Francisco.

Mrs. Ellen O'Rourke, a representative from the Linen Laundry of Los Angeles, and

Miss Fay Reynolds, of the Diamond Laundry, Los Angeles.

Mrs. Katherine Philips Edson presided as Chairman.

The wage board was called to order Tuesday morning, the 23d, at 10 o'clock. The morning was spent in a preliminary discussion of the problems within the laundry industry, both as to wages and rates of payment, the piecework system receiving a great deal of discussion. The morning session was adjourned until 2.30 in the afternoon with the understanding that both employers' and employees' representatives were to bring in their schedules on rates of pay and the conditions of such payment.

At 2.30 p. m. the wage board was called to order, all members being present. Both the employers' and employees' representatives presented their schedules as per the following:

**RESOLUTION dated San Francisco, Cal., Oct. 23, 1917.**

(Employers' representatives)

*To the Wage Board of the Industrial Welfare Commission:*

Representing the Laundry Employers of the state of California, on the wage board, we have submitted the following recommendations, viz:

1. We recommend that the minimum wage for women employees in the laundry industry be fixed at the rate of \$9 per week.
2. We recommend that the term of apprenticeship be two years, that the wage for the first six months be at the rate of \$7 per week, for the second six months at the rate of \$7.50 per week, for the third six months at the rate of \$8 per week, and for the fourth six months at the rate of \$8.50 per week.

3. We recommend that no limit be placed upon the number of apprentices to be allowed in laundries.

Respectfully submitted.

Messrs. F. J. HUEBSCH,  
CHAS. P. CAIN,  
J. LEE CATHCART,  
FRED E. WHYTE.

RESOLUTION dated San Francisco, Cal., Oct. 23, 1917.

(Employees' representatives)

*To the Wage Board of the Industrial Welfare Commission:*

We, the undersigned, representing the workers in the laundry industry, herewith submit the following schedule of minimum rates of wage which we consider to be the lowest that should be paid in the laundry industry :

That the minimum wage for experienced workers be not less than \$10 per week;

That an inexperienced woman should be permitted to work for not less than \$8 per week for a period not to exceed four weeks, and thereafter to receive not less than \$9 per week for a period not to exceed five months, after which time she shall be considered as an experienced worker and entitled to the minimum rate of \$10 per week.

That the number of apprentice workers shall not exceed 20 per cent of the number of women employed, except that the Industrial Welfare Commission shall reserve to itself the right to issue permits allowing larger percentages of apprentices in case where actual emergency is shown.

Respectfully submitted.

Miss KATHRYN DEEBY,  
Mrs. CLARA B. WOODWARD,  
Mrs. ELLEN O'ROURKE,  
Miss FAY REYNOLDS.

The rest of the afternoon was spent in a discussion primarily of the cost of living, the employers contending that war-time rates should not be considered the basis of a cost of living schedule, and the women contending that their necessities were great and that with the extreme rise in the cost of living it was difficult for them to live on the usual wages allowed in the past. The question of apprenticeship also occupied some of the afternoon's discussion. At 5.00 o'clock the wage board adjourned to meet on Wednesday morning at 10.00 a.m.

On Wednesday at 10.00 a.m. the wage board reconvened, all members being present. The entire morning was spent in a discussion of the tentative standards of sanitation and comfort that should be made Sanitary Orders by the Industrial Welfare Commission; the concensus of

opinion from the employers' side being that the laundry industry was only too glad to co-operate with the commission as to such standards of sanitation and comfort as the commission deemed it wise to make; the women stating that if such standards as were being proposed were made general, the working conditions would be much better than at the present time in many establishments. On account of the Liberty Loan parade and the fact that the laundry industry was taking part, the wage board adjourned until Thursday morning 10.30 o'clock.

On Thursday morning at 10.30 o'clock, the wage board reconvened, all members being present, the matter before the board being specifically determined to be the question of the rates of pay. After considerable discussion, Mr. Cathcart, of San Diego, proposed, as long as the women felt that the two years' apprenticeship was extreme in the laundry business, that the employers meet them half way and concede one entire year—the wage scale would then be \$7 for three months, \$7.50 for three months, \$8 for six months and \$9 in one year. The girls refused to consider this proposition, and Mr. Whyte of Pomona proposed that they cut out the \$7.50 period entirely, making the proposal read: \$7 for three months, \$8 for three months, and \$9 for six months. Mr. Huebsch then proposed that the question of rates be dropped for the time and that the question of the percentage of apprentices allowed in the industry be discussed.

Mr. Cathcart brought out the great labor turnover at this present time and suggested that there was as much reason in the laundry industry as there was in the mercantile industry for a 25 per cent allowance for apprentices. After some discussion, the laundry workers' representatives were willing to accept an amendment to their resolution as follows:

That the number of apprentice workers should not exceed 25 per cent of the total number of women and minors employed, except that the Industrial Welfare Commission shall reserve for itself the right to issue certain permits allowing a greater percentage of learners where an actual emergency exists during the period of the war.

This amendment was passed without a dissenting vote. The next suggestion for discussion was the dry cleaning industry; it was the concensus of opinion of those present that the same rules and regulations pertaining to the laundry industry would be applicable to the dry cleaning industry. The employers present agreed that any minimum set by the commission would hardly be noticeable in the dry cleaning industry, as most of the women employed in that industry were taken from the most skilled employees of the laundry industry. The wage board then adjourned until 2.00 p.m.

At 2.00 p.m. Thursday, the wage board was reconvened, all members being present. Mr. Whyte of Pomona suggested that the women consider the following wage rate: \$7 for three months, \$8 for three months, \$9 for six months, after which would be a minimum of \$9.50, with the understanding that this concession would only be considered if the wage board could be unanimous. The women representatives felt that under no conditions could they consider a \$7 start. After some consideration, Mr. Chas. P. Cain suggested that the employers concede an \$8 start and that their recommendations should then be \$8 for six months, \$9 for six months, after which would be a minimum of \$9.50. Mr. Cathcart said that he felt this was a bigger concession than he, as a southern representative, could give, but that if the women were willing to consider this, he would be willing to concede it. Mr. Whyte also accepted the suggestion. The women then asked for a ten-minute period to discuss the matter among themselves, which was granted.

After a consultation of ten minutes by each side alone, the wage board reconvened, and the women made the counter proposition that they might consider the proposition of the employers' representatives provided they would concede a \$10 minimum in place of \$9.50. The employers' representatives flatly refused this suggestion. Mrs. Woodward said that individually she would be willing to concede a three months' longer apprenticeship, and that she would accept a scale reading: \$8 for six months, \$9 for six months, \$9.50 for three months, and then \$10. Mr. Cathcart and Mr. Whyte both insisted that they would not in any way concede a \$10 minimum—that they believed it would be injurious to the industry, and that, although it might be possible during war times to stand this scale, in normal times it would be impossible. The other women representatives of the wage board were questioned as to whether they would accept a longer term of apprenticeship with a \$10 minimum. Miss Deery said that she could not possibly stand for more than one year's apprenticeship. Miss Reynolds, Mrs. O'Rourke, and Mrs. Woodward went on record as being willing to accept a three or even six months' longer apprenticeship in order to obtain a \$10 minimum.

After some discussion of this proposition, it was evident that neither side could make any further concessions, and after an expression of good will toward either side and belief that the commission would act justly, Mr. Huebsch moved that the wage board be adjourned. This motion was duly seconded and the wage board was adjourned.

Respectively submitted.

KATHERINE PHILIPS EDSON,  
Chairman of Wage Board.

Before the commission could act on the recommendations of the wage board, a public hearing had to be held in the laundry and dry-cleaning industry. This was set for November 2, 1917, for the purpose of fixing:

1. A minimum wage to be paid to women and minors engaged in the laundry industry in the state of California.
2. The maximum hours of work consistent with the health and welfare of the women and minors engaged in the laundry industry in the state of California.
3. The standard conditions of labor demanded by the health and welfare of the women and minors engaged in the laundry industry in the state of California.

Employers, employees and any other interested persons were afforded an opportunity to discuss freely a minimum wage, the question of apprenticeship, and conditions existing in the laundry and dry cleaning industry.

On November 14, 1917, the commission passed the following mandatory order, establishing a minimum wage for the laundry industry:

#### INDUSTRIAL WELFARE COMMISSION

STATE OF CALIFORNIA

525 Market Street, San Francisco

*To Whom It May Concern:*

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Friday, November 2, 1917,

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that:

1. No person, firm or corporation shall employ, or suffer or permit an experienced woman or minor to be employed in the laundry and dry cleaning industry in California at a rate of wages less than \$10 per week.

An experienced woman or minor is one who has been employed in the industry fifteen (15) months or more.

2. The rate of wages for learners may be less than the minimum rate prescribed for experienced workers, provided:

(a) That learners shall be paid not less than eight dollars per week for the first six (6) months of employment; not less than \$9 per week for the second six (6) months of employment; not less than \$9.50 per week for the following three (3) months of employment; and thereafter shall be considered experienced workers and shall be paid not less than the minimum rate prescribed for experienced workers.

(b) That all learners shall be registered by the commission. Application for registration as a learner shall be filed by the employer with the commission not later than two (2) weeks from the date of starting employment. Pending receipt of certificate of registration the learner shall be paid not less than the minimum rate for the wage group in which she belongs.

3. The total number of female learners in any establishment shall not exceed twenty-five (25) per cent of the total number of females employed; except, that the Industrial Welfare Commission reserves to itself the right, during the continuance of the present war, to grant special permission to increase the percentage of learners in cases where actual emergency is shown.

4. Where payment of wages is made upon a commission, bonus or piece rate basis, the weekly earnings shall be not less than the minimum time rate for the wage group in which the worker belongs.

5. All women and minors now employed in the laundry and dry cleaning industry must be rated and paid in accordance with their period of employment as specified in Section 2 (a).

6. Every person, firm or corporation employing women or minors in the laundry and dry cleaning industry shall keep a record of the names and addresses, the hours worked and the amounts earned by such women and minors. Such records shall be kept in a form and manner approved by the Industrial Welfare Commission.

7. Every person, firm or corporation employing labor in the laundry and dry cleaning industry shall furnish to the commission, at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly authorized representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from, all books, reports, contracts, pay rolls, documents, or papers of such person, firm or corporation relating to the employment of labor and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

8. No person, firm or corporation shall employ, or suffer or permit any woman or minor to work in the laundry or dry cleaning industry more than eight (8) hours in any one day, or more than forty-eight (48) hours in any week.

9. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum for such a woman.

10. Every person, firm or corporation employing women or minors in the laundry and dry cleaning industry shall post a copy of this order in a conspicuous place in the general workroom and also in the women's dressing room.

11. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of these orders.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 14th day of November, 1917.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA,

FRANK J. MURASKY, Chairman;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHREMAN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

ATTEST: Katherine Philips Edson, *Executive Officer.*

All women and minors employed in offices of laundries and dry cleaning establishments are classed under Industrial Welfare Commission Order No. 9, General and Professional Offices.

#### STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

**PLEASE POST IN CONSPICUOUS PLACE.**

#### Recommendations.

In addition to the foregoing orders the Industrial Welfare Commission makes the following recommendations:

1. *Marking and Sorting:* That ample washing facilities, including hot water, soap and towels, be provided within easy access of all persons handling soiled clothing. That persons with abrasions on their hands should not be allowed to handle soiled clothing until such abrasions are protected from possible infection by gloves or bandages. That persons handling soiled clothing should wear overgarments which completely cover their other clothing, these overgarments not to be removed from

the laundry. (A pattern for a type of apron which can be ironed on the flat-work ironer will be sent on application to the commission.) That persons going from the soiled clothes department to the clean clothes department be required to wash thoroughly before handling clean clothes.

2. *Wash Rooms:* That washing, where possible, be done in a separate room. Where the ceiling is less than twelve (12) feet in height, or where the natural ventilation is restricted, that wash rooms be equipped with exhaust fans to eliminate excessive heat and humidity.

3. *Flat-work Ironers:* Where the ceiling is less than twelve (12) feet in height, or where the heat or humidity is excessive, that flat-work ironers be equipped with exhaust hoods. Where poles are used to carry the linen, that an adjustable bar be used between the rack supporting the poles and the flat-work ironer, to eliminate the lifting of loaded poles by the feeders. (A photograph showing the use of this adjustable bar is printed on page 179, Second Biennial Report, Industrial Welfare Commission.)

4. *Body Ironers:* That body ironers be equipped with asbestos-lined heat deflectors, the asbestos to be renewed as necessary. (A design for a shield combining a safety guard will be furnished on application to the commission.) Where heat is excessive, or where the machines are in close proximity, that body ironers be equipped with exhaust hood heat deflectors to remove the heat generated by the machines. (A photograph showing the use of an exhaust hood heat deflector is printed on page 184, Second Biennial Report, Industrial Welfare Commission.)

5. *Foot-pressure Machines:* That all foot-pressure machines be equipped with pneumatic attachments. That all foot-pressure machines not so equipped be inspected carefully and regularly as to adjustment, and that the operators on such machines be instructed as to the necessary amount of pressure required, proper adjustment, etc.

6. *Hand Ironing:* That all ironing boards be adjustable as to height, and that care be exercised that the operator is working at the most efficient height. That proper stands be provided for all heavy irons so that lifting is not required, and that the operators be instructed as to the proper handling of all heavy irons so as to eliminate unnecessary strain and fatigue.

#### EFFECTS OF THE LAUNDRY ORDER.

To secure the data for a study of the effects of the laundry order, every establishment in the industry was required to file a copy of its pay roll. To insure uniformity the commission furnished blanks, accompanied by the following instructions:

"1. Give the rate of pay, number of hours worked, and amount earned by each woman and minor during the week ending October 6, 1917, and also for the week ending January 19, 1918.

2. Include any women and minors who were working during the week of October 6th who are not now employed.

3. Include any women and minors who are now working and who were not working October 6.

4. Sign the Certification of the pay roll and attach.

5. This pay roll is to be filed with the commission within FIVE DAYS after January 19.

No woman or minor may be employed for less than \$10 per week unless he or she is registered as a learner by the commission. Blanks of Application for Registration are enclosed."

Almost 600 establishments in 92 cities of the state reported as employing women to a total of over 6,300. The returns were separately tallied into nineteen wage divisions for each of the ten principal cities and for

the aggregate of the other cities. The period of three months is so short that contributory factors that might influence the rate are largely discounted, and any changes are to be credited almost entirely to the orders of the commission. To further limit contributory causes, a study was made of identical establishments in San Francisco, Oakland and Los Angeles. Earnings have also been analyzed but are not fully comparable with the rate tables, as earnings of pieceworkers as well as time workers are combined.

As a check on these results, and to ascertain whether all required adjustments had been made, another pay roll was called for in November, 1918, and the rate of pay analyzed.

In the laundry industry, the learners wage of eight dollars was made to apply equally to minors and to adults. The total number of female learners in any establishment was restricted to 25 per cent of the total number of female employees. The commission reserved the right, during the continuance of the war, to grant special permission to increase the percentage of learners in cases where actual emergency was shown. Such special permission was not granted to any firm. Upon the declaration of the armistice, this proviso was voided. For fully qualified workers, therefore, there is a restriction of 25 per cent on the number of apprentices, with a starting wage of \$8 for the first six months of employment, an advance to \$9 the second six months, then to \$9.50 for three months. After fifteen months a woman is considered experienced and must be paid not less than the legal minimum of \$10. *Infirm workers' licenses.*

The tables do show rates of pay of less than \$8, as an exception was made for women physically disabled by age or otherwise.

## **INDUSTRIAL WELFARE COMMISSION.**

**LAUNDRY INDUSTRY.**  
Weekly Rate of Wages—October, 1917. (270 establishments.)  
Number of Women Time Workers receiving—

## **Per Cent of Women Time Workers receiving—**

**LAUNDRY INDUSTRY—Continued.**  
**Weekly Rate of Wages—October, 1917. (270 establishments.)**  
**Cumulative Per Cent of Women receiving—**

## **INDUSTRIAL WELFARE COMMISSION.**

**LAUNDRY INDUSTRY**—Continued.  
**Weekly Rate of Wages**—January, 1918. (270 establishments.)  
**Number of Women Time Workers receiving—**

## **Per Cent of Women Time Workers receiving—**

	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
San Jose	2.4	4.9	17.0	26.0	4.1	81.0	10.6	2.4	0.8	1.4	1.4	1.4	100
Stockton	2.7	19.0	59.9	1.4	12.2	0.7	2.7	19.5	1.4	0.7	6.1	1.4	100
Treano				46.0	2.7	15.4	6.1						100
Sacramento	0.4	3.4	10.0	51.1	3.4	19.3	4.7	0.9	4.7	0.4	1.8		100
San Diego	0.4	0.5	25.6	18.1	52.8	2.3	9.2	1.8	1.4	4.6	0.5		100
Oakland			7.6	10.7	45.0	8.5	12.7	6.5	2.8	3.7	0.7	2.2	100
San Francisco		0.1	1.8	18.6	38.3	14.9	13.8	6.2	2.1	3.2	0.6	0.2	100
Los Angeles	0.1	0.2	8.5	17.6	7.7	49.6	3.6	7.7	2.3	0.9	3.0	1.4	100
All other cities	0.1	0.4	0.8	1.8	15.0	62.4	4.4	7.8	2.4	1.1	8.2	0.5	100
<b>Totals</b>	<b>0.1</b>	<b>0.1</b>	<b>1.4</b>	<b>10.8</b>	<b>10.0</b>	<b>46.8</b>	<b>7.0</b>	<b>10.6</b>	<b>3.9</b>	<b>1.4</b>	<b>3.8</b>	<b>1.8</b>	<b>100</b>

**LAUNDRY INDUSTRY—Continued.**  
**Weekly Rate of Wages—January, 1918. (270 establishments.)**  
**Cumulative Per Cent of Women receiving—**

City	Total	\$25.00 to \$35.00	Under \$25.00	Under \$22.50	Under \$20.00	Under \$18.00	Under \$17.00	Under \$16.00	Under \$15.00	Under \$14.00	Under \$13.00	Under \$12.00	Under \$11.00	Under \$10.00*	Under \$9.00	Under \$8.00	Under \$7.00	Under \$6.00	Under \$5.00
San Jose	2.4	7.3	24.3	50.3	54.4	85.4	96.0	98.4	99.2	99.6	99.9	99.9	99.9	99.9	99.9	99.9	99.9	99.9	100
Stockton	.2	2.7	21.7	31.6	38.0	86.2	95.9	98.6	99.7	99.7	99.7	99.7	99.7	99.7	99.7	99.7	99.7	99.7	100
Fresno				46.0	48.7	64.1	70.2	70.2	89.7	90.1	90.8	96.9	98.3						7
Sacramento				4.2	14.2	65.3	88.0	92.7	98.6	98.3	98.7								100
San Diego	.5	28.1	27.9	50.2	82.5	91.7	93.5	94.9	99.5	100.0									100
Oakland				7.6	18.8	68.3	71.8	84.5	90.0	92.8	96.5	97.2	97.6	99.8	100.0				100
San Francisco				.1	1.4	15.0	53.8	68.2	81.5	87.7	89.8	93.0	95.4	96.0	98.6	99.4			100
Los Angeles				.1	3.8	21.4	29.1	78.7	82.3	90.0	92.3	96.2	97.6	97.7	98.7	99.2	99.6		100
All other cities				.1	.8	2.1	17.1	27.1	79.5	83.9	91.2	93.6	94.7	97.9	98.4	98.6	99.6	99.8	2
Totals	.0	.1	.2	1.6	12.4	22.4	36.2	76.2	86.8	90.7	92.1	95.9	97.2	97.5	99.1	99.5	99.7	.5	100

\*Where the cumulative exceeds 25 per cent, it is to be explained by special licenses issued to elderly and infirm women.

LAUNDRY INDUSTRY—Continued.  
Weekly Rate of Wages—November, 1918. (247 establishments.)  
Number of Women Time Workers receiving—

City	Total																
	\$25.00 to \$35.00																
	\$22.50 to \$24.99																
	\$20.00 to \$22.49																
	\$18.00 to \$19.99																
	\$17.00 to \$17.99																
	\$16.00 to \$16.99																
	\$15.00 to \$15.99																
	\$14.00 to \$14.99																
	\$13.00 to \$13.99																
	\$12.00 to \$12.99																
	\$11.00 to \$11.99																
	\$10.00 to \$10.99																
	\$9.00 to \$8.99																
	\$8.00 to \$8.99																
	\$7.00 to \$7.99																
	\$6.00 to \$6.99																
	\$5.00 to \$5.99																
	\$4.00 to \$4.99																
Totals	4	89	311	328	1,661	1,020	1,160	486	309	424	151	68	105	1,938	24	29	6,239

Per Cent of Women Time Workers receiving—

San Jose	.7	2.1	4.2	23.9	14.8	19.0	18.6	2.1	6.3	1.4	.8	5.6	3.1	1.3	100		
Stockton		1.4	4.5	20.6	38.6	12.2	5.3	1.5	5.3	1.4	.7	2.3	1.0	100	100		
Fresno		4.0	23.3	14.0	15.8	4.0	4.0	22.0	4.7	1.6	1.0	6.0	6.0	.7	100		
Sacramento		1	5	91	16	33	11	8	15	3	5	4.6	4.6	1.0	100		
San Diego		21	11	105	5	20	11	2	7	7	5	2.6	2.6	1.0	100		
Oakland		4	4	17	88	109	107	59	41	16	7	1.2	4.8	2.2	100		
San Francisco		1	8	21	488	310	283	177	119	71	30	78	9	7	100		
Los Angeles		34	176	170	652	185	248	68	42	98	29	28	15	7	100		
All other cities (82)		4	105	91	506	116	385	74	34	125	24	11	33	1	100		
Totals		4	89	311	1,661	1,020	1,160	486	309	424	151	68	105	1,938	24	29	6,239

**LAUNDRY INDUSTRY—Continued.**  
**Weekly Rate of Wages—November, 1918. (247 establishments.)**  
**Cumulative Per Cent of Women receiving—**

Section 8 (as amended, Stats. 1915, Chap. 571): (a) "For any occupation in which a minimum wage has been established, the commission may issue to a woman physically defective by age or otherwise, a special license authorizing the employment of such licensee, for a period of six months, for a wage less than such legal minimum wage; and the commission shall fix a special minimum wage for such person. Any such license may be renewed for like periods of six months." The commission exercised its power to issue infirm workers' licenses, authorizing employment for a wage less than the legal minimum. It was recognized that there are persons incapable of attaining even the minimum standards, who would become hopeless charges on the community, if denied all opportunity to work. If industry were compelled to give the same terms to the incapacitated as to the competent workers, the former could not hope for employment. This special license, however, must be secured from the commission for each worker. This is issued only upon joint application of employer and employee. The employee must state the length of employment in the industry, the reason for the application, and her age. The employer agrees to give the applicant employment at specified work and at a specified rate. An investigation is made that takes into account the previous earnings of the worker and the earnings of other workers as one measure of comparative skill, the physical conditions, age, training, and other facts that might cause a smaller output. If the worker proves incapable of regular promotion, or of earning the minimum, the special license is granted, renewable every six months. This may specify a weekly time rate less than the legal minimum, or may permit the employer to pay whatever the employee is able to earn at the current piece rates.

The responsibility for securing these licenses rests upon the employer. Unless working under such special license, any employee is entitled to recover the unpaid balance of the full amount of the minimum wage, notwithstanding any agreement between the employer and employee to work for a lesser wage.

Any person may register a complaint that the wage paid an employee is less than an established minimum, and, if the fact is proved, the commission has the power to enforce the payment of the full legal minimum.

While the commission wished to give everyone an opportunity to work, it had no intention to encourage the enlargement of the permanent low pay group to an excessive degree, nor to allow the employer to take advantage of the handicapped worker by paying less than her worth. The competition of children in industry has been proved injurious to themselves, to adult workers and to society. This is also true of unregulated employment of a large subcompetent group, tending to hold down the wages and the working standards of the efficient, besides

adding to the cost to the consumer by running the machinery of industry at less than its full capacity. The special license is not permitted to be used as a device to defeat the intention of the minimum wage.

Very thorough and strict supervision is exercised by the commission in issuing special licenses. The lowest wage allowed in the laundry industry, even by special license, has been \$7.50 and is now \$8. Applications have been refused, when it was proved that the worker was capable of earning at least the minimum.

The laundry order did not go into effect until January 14, so that no licenses were granted until after the pay roll for that month was sent in.

The January, 1918, figures show nine people in the state working for less than \$6. This was a reduction from 293 in October. Yet subsequent action of the commission made it contrary to the commission's rulings for anyone to pay less than \$7.50 and the four people shown in November at \$6 presented a condition which was immediately corrected. But throughout the statistics the data represented on the original pay rolls have been used, in order to show to what extent the firms voluntarily obeyed the order of the commission. Whenever the commission discovers, through the pay roll or otherwise, an infraction of its rulings, it takes such action as will insure an immediate correction. This must be borne in mind, when studying the tables of rates, and is one reason for inserting the November rates, which prove how successful the commission was in accomplishing the necessary corrections, no city exceeding on that date 25 per cent of employees receiving under \$10 per week, even when the special licenses for infirm workers are included in the returns.

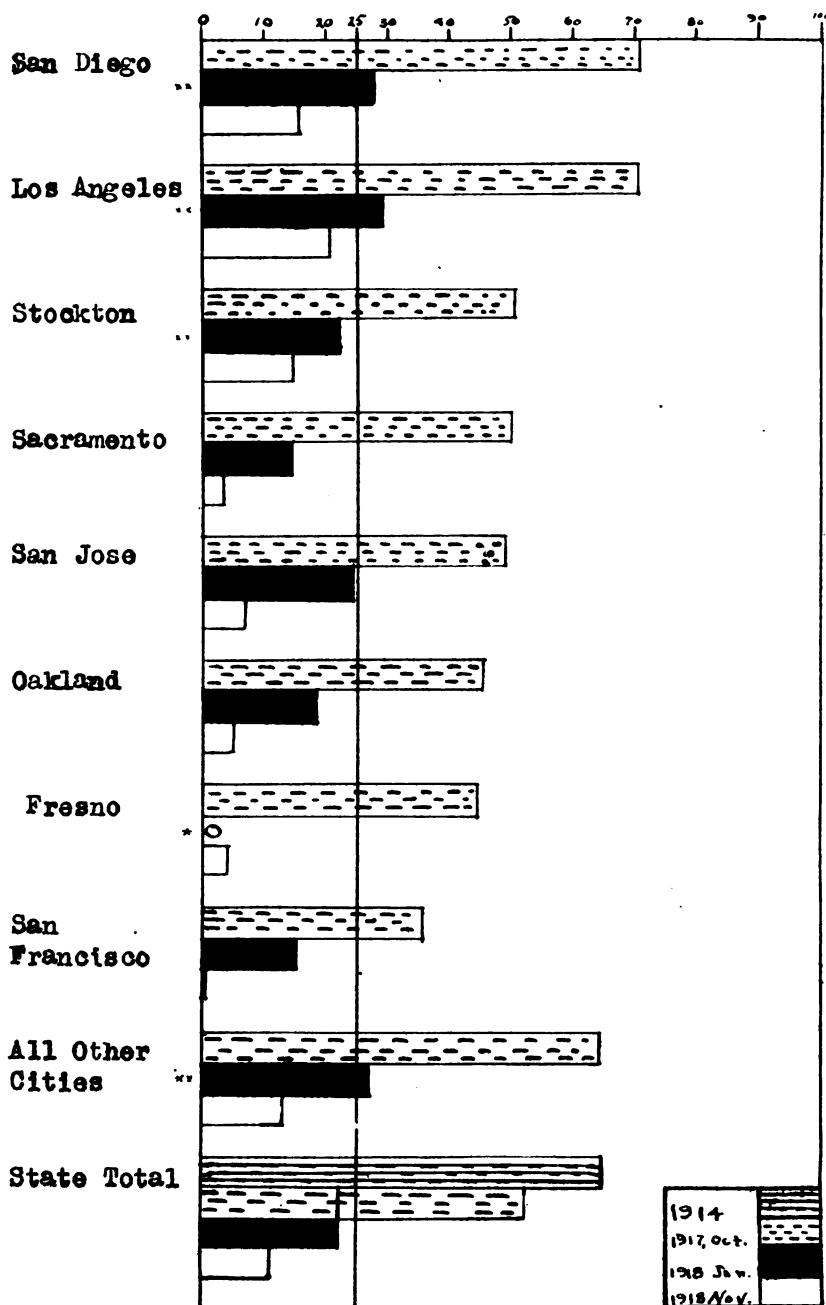
#### **Wages before and after the Laundry Order.**

The marked regularity of employment in the laundry industry results in the number employed in any one month being fairly comparable with those in any other month. The variation between the number employed in August, the maximum month, and the number employed in June, the minimum month, was only 2.5 per cent, according to the federal census of power laundries made in 1914. The variation of October from the maximum was 1.9 per cent, of January, 1.5 per cent, or almost equal. October and January, therefore, are representative and comparable months. The period of three months is so short as practically to eliminate extraneous influences, especially as the pay rolls of identical establishments were used at each date. The changes in wage rates, therefore, may be justly attributed to the Laundry Order of the Industrial Welfare Commission.

The effect of the order was most noticeable in the low wage groups. The number of apprentices was limited to 25 per cent for all under \$10. The starting wage for apprentices was \$8.

## LAUNDRY INDUSTRY.

Per Cent Under \$10.00.



\*No one under \$10.00 in January.

\*\*Corrected to less than 25 per cent within two months. See in November.  
 October—Before the order became effective.  
 January—When the order became effective.

**Per cent of women under \$10.**

Although all firms did not at once conform to this requirement, those who did not were so few that of the total employees in the state, the number receiving under \$10 was limited to 22 per cent. This was a decrease from 56 per cent in October, 1917, and was further reduced to 11 per cent by November, 1918. In 1914, 64 per cent had received under \$10; the drop of 8 per cent in the three years to 1917 was very slight as compared with the 34 per cent drop in the three months from October, 1917, to January, 1918. The greatest change was required in Los Angeles and San Diego, in both of which cities nearly 71 per cent of the workers were paid a rate less than \$10 in October, 1917. Some of the smaller cities also paid very low wages, 64 per cent in the group of "all other cities" working at less than \$10. So great was the adjustment required in these instances, that a reduction in January to 29 per cent in Los Angeles, 28 per cent in San Diego and 27 per cent in the group of "all other cities" is a remarkable gain even though still in excess of 25 per cent.

By follow-up letters, and when required, by visits of inspection, the per cent in these cities was reduced to well within the 25 per cent ruling within two months. The November pay roll returns prove this, Los Angeles falling to 21 per cent, San Diego to 16 per cent and the group of all other cities to 13 per cent. Corresponding adjustments were made through the efforts of the commission by the individual firms in these and other cities, that had exceeded their limit in employing learners.

**Special permits.**

The per cent of workers in January receiving under \$10 was larger than it would otherwise have been, on account of the uncertainty of how extensive the commission would make the exception in regard to infirm workers. Until specific cases came before the commission, a clearly defined attitude was not considered important. Just as soon as applications began to come in, the commission indicated that the strictest supervision would be exercised over special licenses. None have been issued for less than \$7.50, 68 per cent of those outstanding in September, 1918, being for that amount, 26 per cent for \$8, 3 per cent for \$8.50, 1 per cent for \$9 and 2 per cent to work at the current piece rates. Los Angeles laundries hold 93.5 per cent of the licenses outstanding, San Jose 2 per cent, and all the rest of the state 4.5 per cent. In November, 1918, San Jose had 9 per cent under \$10, Los Angeles 21 per cent. Including infirm licenses, both of these cities showed less than 25 per cent at a rate of wages less than \$10.

The December, 1918, records show 129 permits as having been issued—eight in cities outside Los Angeles, 121 in Los Angeles. Of the permits in Los Angeles, only 20 were granted to regular laundry employees. The remainder were for services in the branch laundry box offices scattered throughout the city. Before the passage of the laundry order these box offices were run on a commission basis, each of which was operated by a young girl alone, who seldom made over \$5 a week. These young girls were in a position to be subjected to much unpleasantness. The minimum wage law compelled an increase in the wages of these workers or a change in the system. In Los Angeles are many elderly and infirm women who are compelled to depend on whatever they can earn for a living. The laundry box offices afforded the kind of work well adapted for such people. It is easy and involves no physical fatigue. The wage of \$7.50, now not less than \$8, that must be paid the infirm worker has been a sufficient drain on the firms conducting their business in this manner to cause them to close several offices entirely. No license has been granted to any woman except upon the signed statement of a licensed physician that the applicant was not able to work to normal capacity at ordinary tasks, either because of age or physical disability. A wage of \$8 to women who are incapacitated is a very real aid. The commission safeguards wage standards of the normal worker by careful restrictions on the permits. The commission has been very conservative in granting the privilege, less than 3 per cent of the total employees in November, 1918, holding such permits.

#### **Elimination of lowest wage groups.**

Even including the special licensed wage, there was an elimination of the lowest wage rates, those of under \$4, \$5 and \$6. This was a gain of one group over the mercantile, which had a beginning wage for minors under 18 of \$6. As in the mercantile industry, the reduction of the low wage groups in the laundry industry was accomplished by promotion to better rates, rather than through the discharge of any employees, the number in January being only 1 per cent less than October, compared with a reduction of 34 per cent in the low pay groups and a corresponding increase in the \$10 and over groups. The further decrease of 1 per cent in November is to be accounted for mainly by the fact that the week the pay roll was called for was during the height of the influenza epidemic, and there was a large number of absences, and partly by the fact that several large laundries burned down and were not yet restored for business.

#### **Rank of cities.**

The standing of the cities in regard to payment is interesting. The highest percentage in low wage groups was in October in San Diego and Los Angeles, followed by Sacramento, San Jose, Oakland, Fresno and

San Francisco. In January, Los Angeles had changed places with San Diego, as the city paying the lowest wages to the largest per cent of workers, followed by San Diego, San Jose, Stockton, Oakland, San Francisco, Sacramento and Fresno. In November, Los Angeles was followed by San Diego, Stockton, San Jose, Oakland, Fresno, Sacramento and San Francisco. The city having the smallest percentage of high paid workers in October was Los Angeles, followed by Stockton, San Diego, Oakland, Sacramento, San Francisco, San Jose, and Fresno. In January, Stockton had fallen back into the place of Los Angeles, followed by San Diego, Los Angeles, Oakland, Sacramento, San Francisco, San Jose and Fresno. In November, San Diego had the smallest per cent of high paid workers, followed in ascending scale by Stockton, Los Angeles, Sacramento, San Jose, Oakland, Fresno and San Francisco.

Los Angeles and San Diego are consistently the low pay cities in the laundry industry, but the great improvement that has taken place since the laundry order became effective should be noted. Fresno and San Francisco have a small per cent of low paid workers at all periods. Sacramento greatly improved in January over October, and kept up this showing in November. In the low paid group the greatest change was necessary in Los Angeles and San Diego. The greatest change was made by Fresno, which improved from 44 per cent below \$10 in October, to having no workers receiving a rate less than \$10 in January. The change in the case of Sacramento was almost as marked, the per cent under \$10 dropping from 50 per cent in October to 14 per cent in January, and to 3 per cent in November, 1918. Conditions in San Francisco were fair at all periods, but the city did progress from having 36 per cent in the less than \$10 group in October, to 15 per cent in January and to .3 of 1 per cent in November, the smallest per cent of any city at the last date.

In the high pay, as in the low pay, groups Los Angeles and San Diego offer the least opportunity in the state for good wages in the laundry industry, each showing less than 18 per cent of the employees in the \$12 and over group in January. This contrasts with conditions in the mercantile industry. In the mercantile industry, Los Angeles pays as high wages as San Francisco.

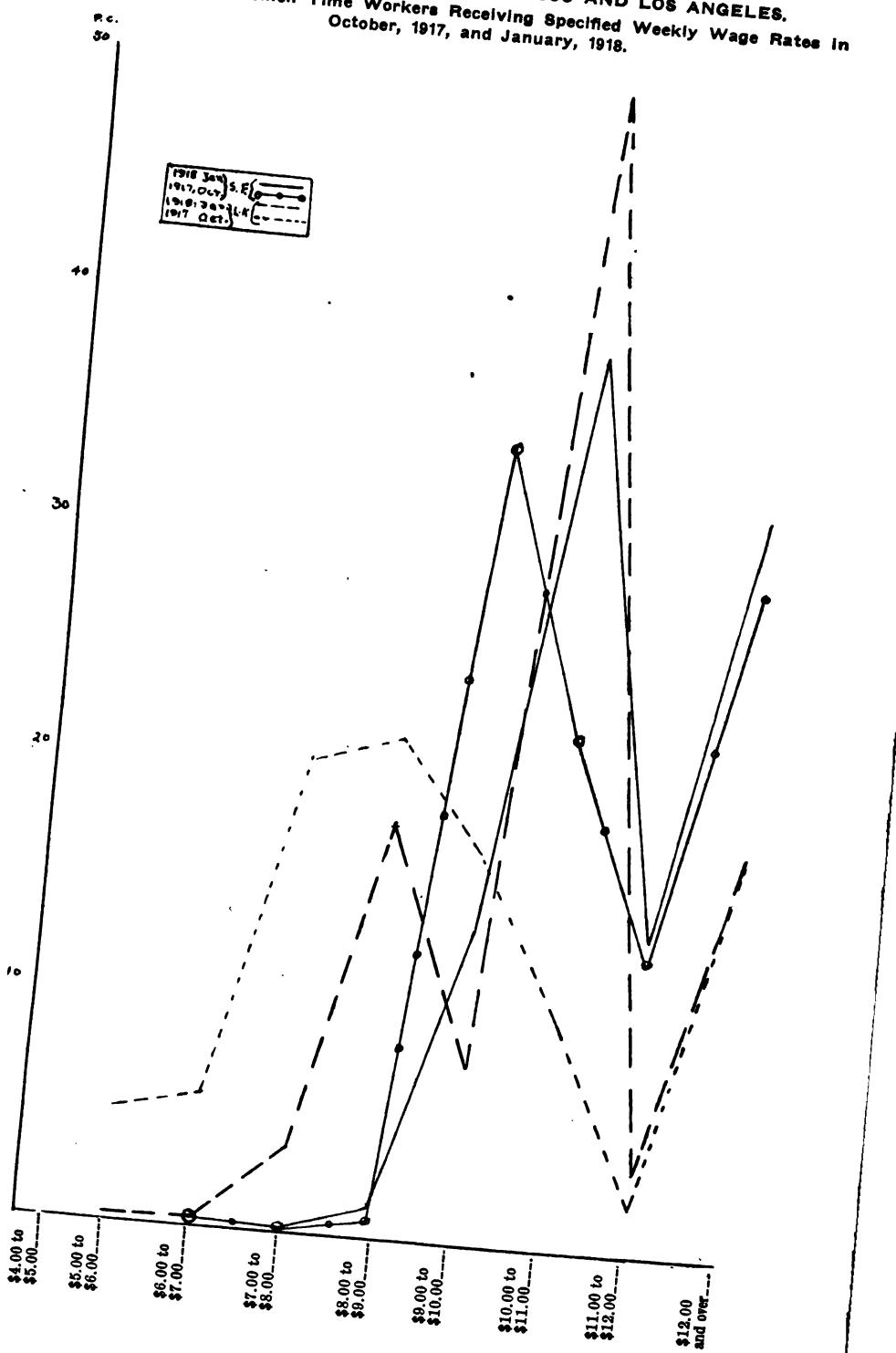
The following two charts illustrate the comparative facts for San Francisco and Los Angeles, in regard to the wages paid the women workers in the laundry and mercantile industries.

In the laundry industry, the per cent in the wage groups under \$10 is much lower in San Francisco than in Los Angeles.

The per cent of workers in the wage groups above \$10 is much higher in San Francisco than in Los Angeles, in the laundry industry.

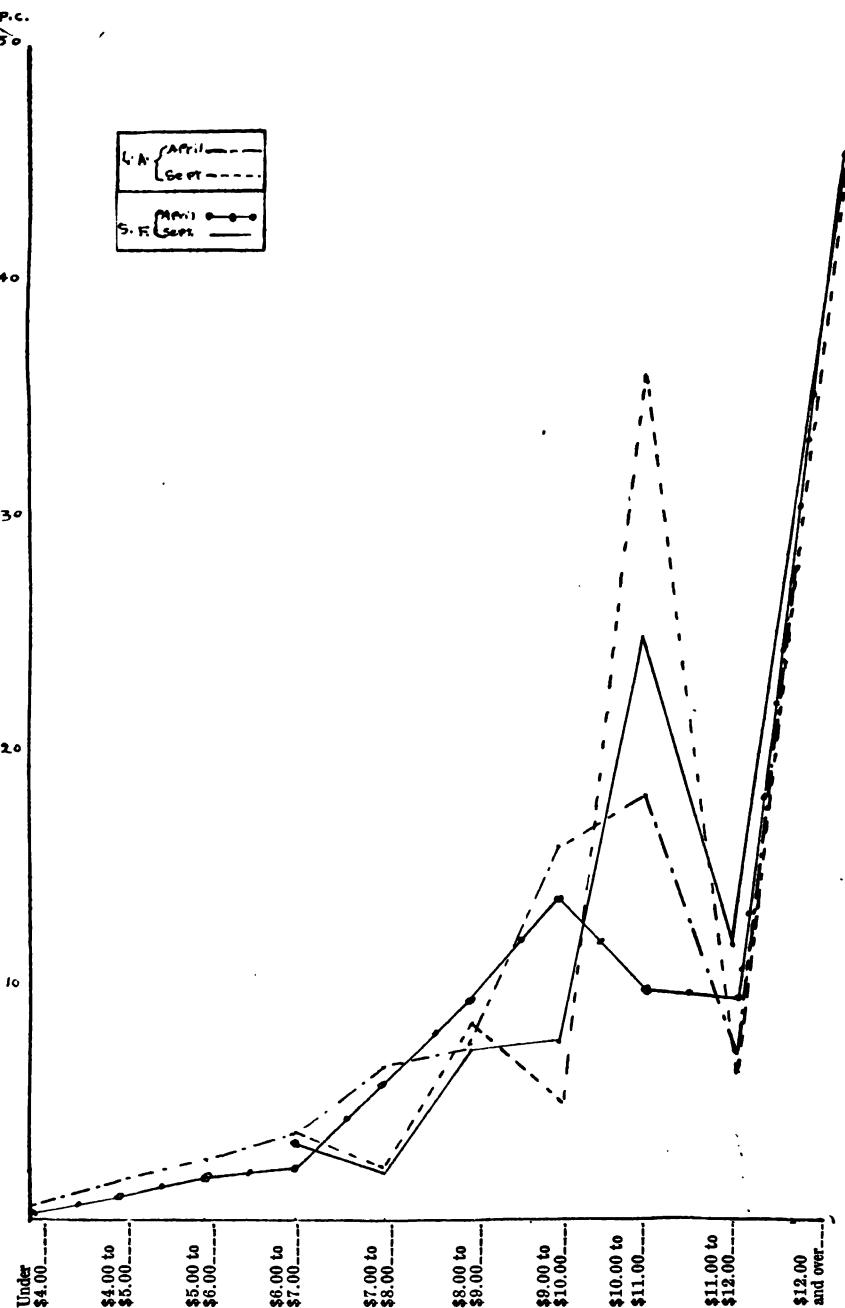
## INDUSTRIAL WELFARE COMMISSION.

LAUNDRY INDUSTRY—SAN FRANCISCO AND LOS ANGELES.  
 Per Cent of Women Time Workers Receiving Specified Weekly Wage Rates in  
 October, 1917, and January, 1918.



## MERCANTILE INDUSTRY—SAN FRANCISCO AND LOS ANGELES.

Per Cent of Women Receiving Specified Weekly Rates in April and September, 1917.



The chart for the mercantile industry, however, shows that the wages paid in Los Angeles closely parallel those paid in San Francisco in each wage group.

In the mercantile industry there is approximately the same per cent in the low wage groups in San Francisco as in Los Angeles. In the highest wage group, the \$12 and over, Los Angeles has the same per cent of workers as San Francisco.

Stockton does not maintain its record for high pay that it held in the mercantile industry, although in the low pay groups it shows better than Los Angeles. San Jose, Fresno and San Francisco pay the highest wages. The increase in the percentage receiving \$12 and over was in Fresno from 24 per cent in October, to 51 per cent in January, and to 59 per cent in November; in San Jose from 13 per cent in October to 46 per cent in January and to 54 per cent in November; and in San Francisco from 13 per cent in October to 32 per cent in January and to 68 per cent in November, 1918. San Jose made the greatest gain in January, San Francisco in November, 1918. In October and January, Fresno enjoyed the position of paying \$12 and over to the largest percentage of persons in the state. In November, San Francisco took this first place of paying the best wages in the state to workers in the laundry industry.

#### **Wages in identical establishments.**

These conclusions are borne out in the comparison for identical establishments at each period in Oakland, San Francisco and Los Angeles. In San Francisco conditions had begun to improve between 1916 and 1917, but were still in a poor condition. The decrease in the per cent receiving under \$10 in San Francisco in these identical establishments was from 39 per cent in October to 16 per cent in January. In Oakland, the decrease was from 48 per cent to 17 per cent. In Los Angeles, the change from 1914 up to the passage of the order was negligible, 75 per cent receiving under \$10 as late as October, 1917. The change in Los Angeles by January, 1918, was not as great as the laundry order required, 31 per cent, instead of 25 per cent, but within two months the follow-up methods of the commission had brought all these firms within the limit set for apprentices.

## LAUNDRY INDUSTRY.

Weekly Rates of Time Workers for Identical Establishments, 1914 and 1916, 1916 and 1917, 1917 and 1918.

## Number of Women Time Workers receiving—

City	Number of Women Time Workers receiving—										Total
	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over			
San Francisco—											
1914 (18 establishments)				5	836	228	181	112	208	1,070	
1916 (18 establishments)				1	856	228	195	97	209	1,086	
1916 (21 establishments)				1	411	235	211	106	217	1,181	
1917 (21 establishments)			6	2	5	480	281	194	313	1,281	
1917 (26 establishments)			6	2	5	532	305	198	338	1,384	
1918 (26 establishments)				1	18	217	565	215	387	1,423	
Oakland—											
1914 (12 establishments)					74	162	68	58	9	80	446
1916 (12 establishments)				1	61	154	78	45	18	69	421
1916 (11 establishments)			1	60	146	77	39	18	67	403	
1917 (11 establishments)				5	66	129	81	32	97	410	
1917 (18 establishments)				9	87	145	102	41	120	504	
1918 (18 establishments)					88	49	245	49	188	514	
Los Angeles—											
1914 (19 establishments)		128	408	201	198	78	18	136	1,157		
1916 (19 establishments)	18	112	438	252	234	88	14	151	1,907		
1916 (19 establishments)	18	112	438	252	234	88	14	151	1,907		
1917 (19 establishments)	91	83	276	318	255	126	34	174	1,857		
1917 (31 establishments)	91	100	372	377	382	160	40	282	1,704		
1918 (31 establishments)		8	67	336	186	917	68	238	1,762		

## Per Cent receiving—

City	Per Cent receiving—										Total
	.5	31.4	21.3	17.0	10.4	19.4					
San Francisco—											
1914 (18 establishments)				.5	31.4	21.3	17.0	10.4	19.4		100
1916 (18 establishments)				.1	32.7	21.0	18.0	9.0	19.2		100
1916 (21 establishments)				.1	34.6	19.9	17.9	8.9	18.4		100
1917 (21 establishments)	.5	.2	.4	37.5	21.9	15.1	24.4				100
1917 (26 establishments)	.4	.1	.4	38.4	22.1	14.2	24.4				100
1918 (26 establishments)		.1	.9	15.2	41.7	15.0	27.1				100
Oakland—											
1914 (12 establishments)				16.6	38.3	15.3	11.9	2.0	17.9		100
1916 (12 establishments)		.2	14.5	36.6	18.5	10.7	3.1	16.4			100
1916 (11 establishments)		.2	14.9	36.2	19.1	9.7	3.8	16.6			100
1917 (11 establishments)			1.2	16.1	35.5	19.7	7.8	23.7			100
1917 (18 establishments)			1.8	17.8	28.8	20.2	8.1	28.8			100
1918 (18 establishments)				7.4	9.5	47.7	9.5	25.9			100
Los Angeles—											
1914 (19 establishments)		11.1	34.8	17.4	16.7	6.7	1.5	11.8			100
1916 (19 establishments)	1.4	8.6	33.5	19.8	17.9	6.7	1.1	11.5			100
1916 (19 establishments)	1.4	8.6	33.5	19.3	17.9	6.7	1.1	11.5			100
1917 (19 establishments)	6.7	6.1	20.3	28.4	18.9	9.8	2.5	12.9			100
1917 (31 establishments)	5.3	5.9	21.9	22.1	19.5	9.4	2.3	13.6			100
1918 (31 establishments)		.2	8.8	19.1	7.7	52.0	4.0	13.2			100

## LAUNDRY INDUSTRY—Continued.

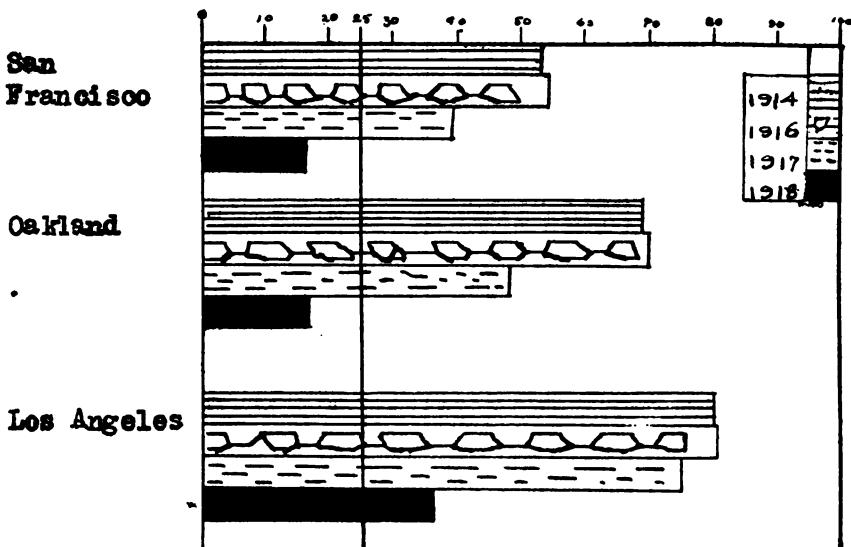
Weekly Rates of Time Workers for Identical Establishments, 1914 and 1916, 1916 and 1917, 1917 and 1918.

## Cumulative Per Cent receiving—

City								\$10.00 and over
	Under \$3.00	Under \$7.00	Under \$13.00	Under \$19.00	Under \$25.00	Under \$31.00	Under \$37.00	
San Francisco—								
1914 (18 establishments)-----			.5	31.9	58.2	70.2	80.6	19.4
1916 (18 establishments)-----			.1	33.8	58.8	71.8	80.8	19.2
1916 (21 establishments)-----			.1	34.9	54.8	72.7	81.6	18.4
1917 (21 establishments)-----		.5	.7	1.1	38.6	60.5	75.6	24.4
1917 (22 establishments)-----		.4	.5	.9	39.8	61.4	75.6	27.1
1918 (26 establishments)-----			.1	1.0	16.2	5.7	72.9	
Oakland—								
1914 (12 establishments)-----				16.6	52.9	68.2	80.1	17.9
1916 (12 establishments)-----			.2	14.7	51.3	69.8	80.5	16.4
1916 (11 establishments)-----			.2	15.1	15.8	70.4	80.1	16.6
1917 (11 establishments)-----				1.3	17.8	48.8	68.5	28.7
1917 (18 establishments)-----				1.8	19.1	47.9	68.1	22.8
1918 (18 establishments)-----					7.4	16.9	64.6	74.1
Los Angeles—								
1914 (19 establishments)-----			11.1	45.9	68.8	80.6	86.7	88.2
1916 (19 establishments)-----			1.4	10.0	43.5	68.8	80.7	87.4
1916 (19 establishments)-----			1.4	10.0	43.5	62.8	80.7	88.5
1917 (19 establishments)-----			6.7	12.8	83.1	56.5	75.8	84.6
1917 (31 establishments)-----			5.3	11.2	88.1	56.2	74.7	84.1
1918 (31 establishments)-----			.2	9.0	23.1	80.8	82.8	86.8

## LAUNDRY INDUSTRY—IDENTICAL ESTABLISHMENTS.

Per Cent Under \$10.00.



\*Excess over 25 per cent corrected within two months.

**Earnings.**

The improvement in the rate of wages resulting from the laundry order is reflected in the table of earnings. The earnings are not entirely comparable with the rates, however, as the returns for piece, as well as time-workers are included. The following table shows the number of piece-workers included in the total employees whose earnings are tabulated.

	October, 1917		January, 1918	
	Total employees	Piece- workers	Total employees	Piece- workers
San Francisco -----	1,684	117	1,740	101
Oakland -----	491	56	496	50
Los Angeles -----	2,441	507	2,342	428
San Diego -----	207	26	243	25
Sacramento -----	216	-----	225	-----
Fremont -----	177	-----	148	-----
Stockton -----	145	-----	147	-----
San Jose -----	127	5	117	4
All other cities -----	1,696	94	1,603	60
<b>Totals -----</b>	<b>7,184</b>	<b>805</b>	<b>7,097</b>	<b>677</b>

## LAUNDRY INDUSTRY—Continued.

Weekly Earnings of Time and Piece Workers—October, 1917. (270 establishments.)

## Number of Women receiving—

City	Under \$4.00	\$4.00 to \$4.99	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over	Total
San Francisco -----	88	16	17	26	54	89	473	310	206	455	1,684
Oakland -----	7	9	7	16	23	96	118	83	34	98	491
Los Angeles -----	122	51	169	169	358	441	396	254	87	394	2,441
San Diego -----	11	4	14	29	49	25	19	24	6	26	207
Sacramento -----	8	4	4	12	24	17	65	28	19	40	216
Fresno -----	8	3	8	10	3	19	39	32	4	61	177
Stockton -----	9	6	1	5	5	19	69	10	11	10	145
San Jose -----	10	-----	5	8	22	18	20	10	10	29	127
Other cities (82)-----	114	50	91	167	261	265	266	177	73	233	1,696
Totals-----	317	143	311	442	799	984	1,464	928	450	1,346	7,184

## Per Cent receiving—

San Francisco -----	2.8	.9	1.0	1.6	8.2	5.8	28.0	18.4	12.8	27.0	100
Oakland -----	1.4	1.8	1.4	2.8	4.6	19.5	24.0	17.0	7.0	20.0	100
Los Angeles -----	5.0	2.1	6.9	6.9	14.7	18.1	16.2	10.4	3.6	16.1	100
San Diego -----	5.3	1.9	6.8	14.0	23.7	12.1	9.1	11.6	2.9	12.6	100
Sacramento -----	1.4	1.8	1.9	5.5	11.2	7.8	30.1	13.0	8.8	18.5	100
Fresno -----	1.7	1.7	1.7	5.6	1.7	10.8	22.0	18.1	2.2	34.5	100
Stockton -----	6.2	4.1	.7	3.5	8.4	18.1	47.6	6.9	7.6	6.9	100
San Jose -----	7.9	-----	8.9	6.3	17.3	10.8	15.7	7.9	7.9	22.8	100
Other cities (82)-----	6.7	8.0	5.8	9.9	15.4	15.6	15.6	10.5	4.8	18.7	100
Totals-----	4.4	2.0	4.8	6.2	11.1	18.7	20.4	12.9	6.8	18.7	100

## Cumulative Per Cent receiving—

City	Under \$4.00	Under \$5.00	Under \$6.00	Under \$7.00	Under \$8.00	Under \$9.00	Under \$10.00	Under \$11.00	Under \$12.00	\$12.00 and over
San Francisco -----	2.8	8.2	4.2	5.8	9.0	14.8	42.3	60.7	73.0	27.0
Oakland -----	1.4	8.2	4.6	7.9	12.5	32.0	56.0	78.0	80.0	20.0
Los Angeles -----	5.0	7.1	14.0	20.9	35.6	53.7	69.9	80.8	83.9	16.1
San Diego -----	5.3	7.2	14.0	23.0	51.7	63.8	72.9	84.5	87.4	12.6
Sacramento -----	1.4	8.2	5.1	10.6	21.8	29.6	50.7	72.7	81.5	18.5
Fresno -----	1.7	8.4	5.1	10.7	12.4	23.2	45.2	68.8	65.5	34.5
Stockton -----	6.2	10.8	11.0	14.5	17.9	31.0	78.6	85.5	98.1	6.9
San Jose -----	7.9	7.9	11.8	18.1	35.4	45.7	61.4	69.8	77.2	22.8
Other cities (82)-----	6.7	9.7	15.0	24.9	40.8	55.9	71.5	82.0	86.8	18.7
Totals-----	4.4	6.4	10.7	16.9	28.0	41.7	62.1	75.0	81.8	18.7

## LAUNDRY INDUSTRY—Continued.

Weekly Earnings of Time and Piece Workers—January, 1918. (270 establishments.)

## Number of Women receiving—

City	Number of Women receiving—										Total
	Under \$4.00	\$4.00 to \$5.99	\$5.00 to \$6.99	\$6.00 to \$7.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over	
San Francisco -----	31	12	18	30	49	68	260	542	244	491	1,740
Oakland -----	7	4	9	19	32	59	67	164	83	101	496
Los Angeles -----	77	38	53	77	186	311	358	736	139	408	2,342
San Diego -----	9	11	14	22	22	47	24	58	4	32	243
Sacramento -----	6	2	10	4	12	19	37	78	13	44	225
Fresno -----	1		8		7	5	4	56	6	67	148
Stockton -----	8	1	8	2	8	12	58	85	9	11	147
San Jose -----	1	1	3	5	9	19	24	19	13	23	117
Other cities (82) -----	63	36	72	88	133	255	221	420	80	235	1,608
Totals-----	208	105	180	247	458	795	1,048	2,107	541	1,412	7,097

## Per Cent receiving—

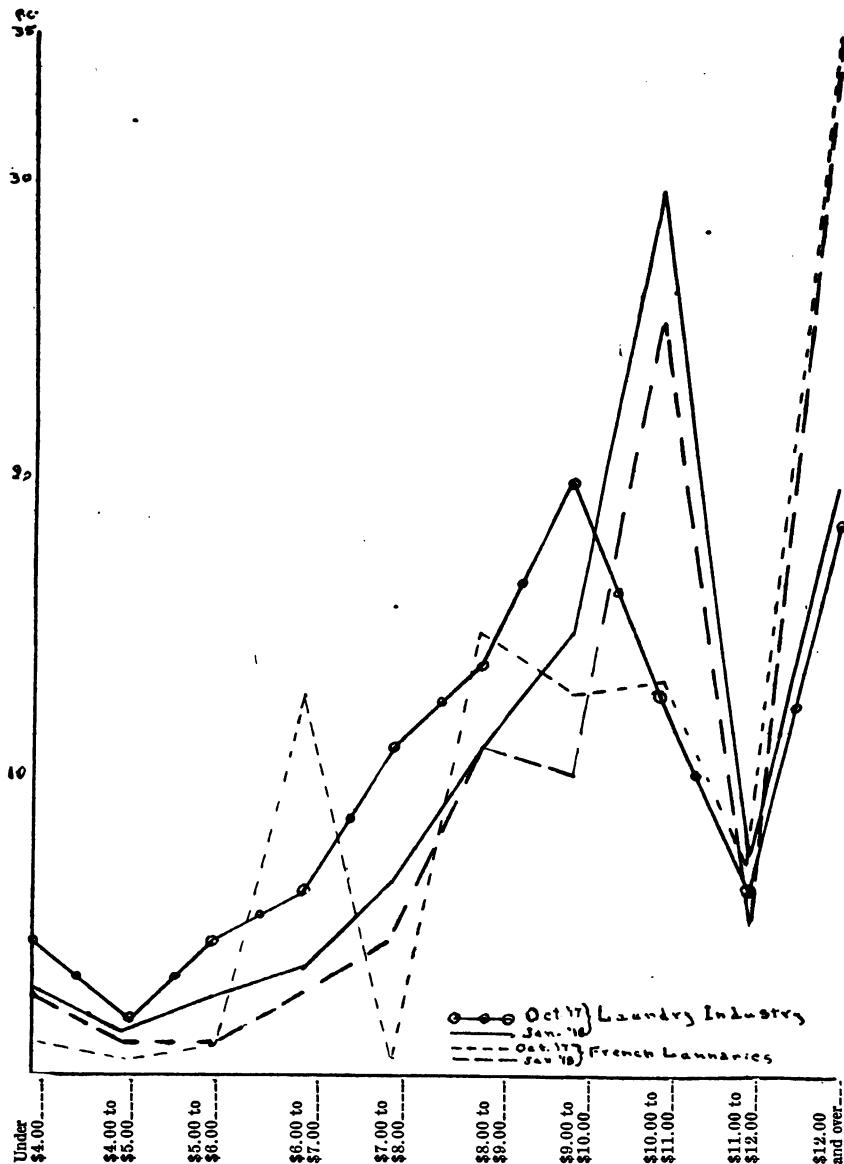
City	Per Cent receiving—										Total
	Under \$4.00	\$4.00 to \$5.99	\$5.00 to \$6.99	\$6.00 to \$7.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over	
San Francisco -----	1.8	.7	.7	1.7	2.9	3.9	14.9	31.2	14.0	28.2	100
Oakland -----	1.4	.8	1.8	3.8	6.4	11.9	18.8	28.1	6.6	20.4	100
Los Angeles -----	3.2	1.6	2.3	3.2	7.8	13.1	14.8	31.0	5.8	17.2	100
San Diego -----	3.7	4.5	5.8	9.0	9.1	19.3	9.9	23.9	1.6	13.2	100
Sacramento -----	2.7	.9	4.4	1.8	5.3	8.5	16.4	34.7	5.7	19.6	100
Fresno -----	.7		2.0		4.7	3.4	2.7	37.2	4.0	45.3	100
Stockton -----	5.4	.7	2.1	1.8	5.5	8.1	28.5	23.8	6.1	7.5	100
San Jose -----	.9	.8	2.6	4.2	7.7	16.3	20.5	16.2	11.1	19.7	100
Other cities (82) -----	8.9	2.8	4.4	5.6	8.8	15.9	18.7	26.2	5.0	14.7	100
Totals-----	2.9	1.5	2.5	3.5	6.4	11.2	14.8	29.7	7.6	19.9	100

## Cumulative Per Cent receiving—

City	Cumulative Per Cent receiving—										Total
	Under \$4.00	\$4.00 to \$5.99	\$5.00 to \$6.99	\$6.00 to \$7.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over	
San Francisco -----	1.8	2.5	3.2	4.9	7.8	11.7	26.6	57.8	71.8	28.2	100
Oakland -----	1.4	2.2	4.0	7.8	14.2	26.1	39.8	73.0	79.6	20.4	100
Los Angeles -----	3.2	4.8	7.1	10.3	18.1	31.2	46.0	77.0	82.8	17.2	100
San Diego -----	3.7	8.2	14.0	28.0	32.1	51.4	61.8	85.2	86.8	18.2	100
Sacramento -----	2.7	3.6	8.0	9.8	15.1	23.6	40.0	74.7	80.4	19.6	100
Fresno -----	.7	.7	2.7	2.7	7.4	10.8	13.5	50.7	54.7	45.3	100
Stockton -----	5.4	6.1	8.2	9.5	15.0	23.1	62.6	86.4	92.5	7.5	100
San Jose -----	.9	1.7	4.8	8.5	16.2	33.5	58.0	69.2	80.3	19.7	100
Other cities (82) -----	8.9	6.2	10.6	16.2	24.5	40.4	54.1	80.3	85.8	14.7	100
Totals-----	2.9	4.4	6.9	10.4	16.8	28.0	42.8	72.5	80.1	19.9	100

## LAUNDRY INDUSTRY—STATE SUMMARY.

Comparison of the Per Cent of Women Receiving Specified Weekly Earnings, Before and After the Passage of the Laundry Order, Both in French Hand Laundries and in Power Laundries and Dry Cleaning Establishments.

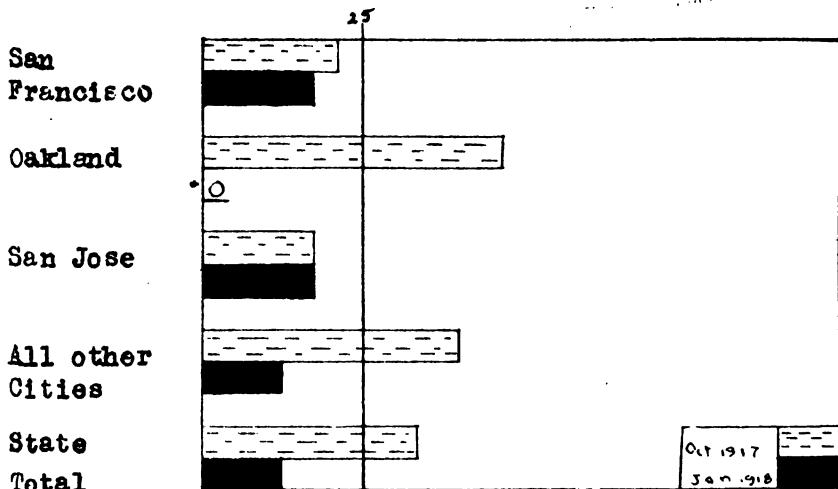


Sacramento, Fresno, and Stockton laundries did not give any piece-workers on their pay rolls. Pieceworkers represented 11 per cent of the total number of employees in October and 9.5 per cent in January.

The gain in rates did bring about a corresponding gain in earnings, the per cent receiving under \$10 decreasing from 60 per cent in October to 40 per cent in January. The per cent in the group receiving from \$10-\$11 increased from 12 per cent to 30 per cent between October and January. The per cent earning \$12 and over rose from 19 per cent in October to 20 per cent in January. This improvement is important but it is very apparent that the rates in the laundry industry are not synonymous with the earnings. This discrepancy between earnings and rates results from the practice of many laundries running on a short week basis. After the laundry order became effective, more laundry owners made an effort to provide a full week. The short week, however, is still so common as to reduce earnings below the rates. This defeats, in part, the intent of the commission to provide a living wage when it establishes a minimum wage rate.

#### FRENCH HAND LAUNDRIES.

Per Cent Under \$10.00.



\*No one under \$10.00.

*French Hand Laundries.* During the conferences and the wage board hearings in the laundry industry there was much complaint of the unfair competition of the French hand laundries. A study of the tables compiled separately for the French laundries, prove this to be an echo of past conditions, rather than a statement of the present. Most of the French laundries have adopted modern methods and become power laundries. Such have been included with other steam laundries.

FRENCH HAND LAUNDRIES.  
 Weekly Rate of Wages—1917-1918. (38 establishments.)  
 Number of Women Time Workers receiving—

City	October, 1917							January, 1918								
	\$4.00 to \$4.99	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 and over	\$4.00 to \$4.99	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$10.00 to \$10.99	\$11.00 to \$11.99	Total
San Francisco	6	8	10	5	36	64	34	8	11	2	39	64	34	34	64	64
Oakland	2	6	4	3	11	34	3	4	18	2	14	32	3	3	34	34
San Jose	1	2	1	2	3	6	6	1	1	2	4	2	2	2	3	6
All other cities (13)	5	4	6	8	4	24	60	1	1	1	2	2	2	2	30	80
Totals	1	5	6	18	25	24	12	73	164	1	1	2	8	11	63	92
																184

## Per Cent of Women Time Workers receiving—

	San Francisco	Oakland	San Jose	All other cities	Totals
San Francisco	9.4	12.5	15.8	8.6	12.6
Oakland	5.9	17.6	23.6	11.7	8.8
San Jose	16.7	10.0	33.3	33.3	50.0
All other cities	8.3	6.7	13.3	13.3	6.7
Totals	3.1	3.6	11.0	15.2	14.7

City	Cumulative Per Cent of Women receiving—									
	October, 1917					January, 1918				
	Total	\$12.00 and over	Under \$12.00	Under \$11.00	Under \$10.00	Under \$9.00	Under \$8.00	Under \$7.00	Under \$6.00	Under \$5.00
San Francisco	9.4	21.9	37.7	45.3	54.7	100	100	100	100	100
Oakland	5.9	23.5	47.1	58.8	67.6	32.4	100	100	100	100
San Jose	16.7	50.0	60.0	50.0	50.0	100	100	100	100	100
All other cities	1.7	10.0	16.7	26.7	40.0	53.3	60.0	40.0	100	100
Totals	.6	8.7	7.3	18.3	33.5	48.2	55.5	44.5	100	100

FRENCH HAND LAUNDRIES—Continued.  
 Weekly Earnings—1917-1918. (38 establishments.)  
 Number of Women Time Workers receiving—

City	October, 1917			January, 1918		
	Number of Women	Time	Workers receiving—	Total	\$12.00 and over.	Total
San Francisco -----	1	-----	-----	6	33	64
Oakland -----	-----	2	6	7	3	34
San Jose -----	2	13	6	1	3	6
All other cities (13) -----	2	14	8	23	21	11
Totals-----	8	2	14	80	164	7

Per Cent of Women Time Workers receiving—

San Francisco -----	1.6	-----	-----	9.4	12.4	15.7	9.3	51.6	100	-----	9.4	12.5	17.2	3.1	57.8	100
Oakland -----	-----	2.9	-----	5.9	17.7	17.6	20.6	8.8	23.5	100	-----	2.9	58.3	8.9	23.5	100
San Jose -----	-----	-----	10.0	18.3	16.7	33.3	-----	50.0	100	-----	-----	16.7	33.3	-----	50.0	100
All other cities -----	3.4	3.3	21.7	10.0	8.3	6.7	3.3	25.0	100	-----	8.7	2.5	3.8	11.2	12.5	22.5
Totals-----	1.8	1.2	12.9	.6	14.0	12.8	13.4	6.7	36.6	100	-----	3.8	1.1	2.7	4.9	10.3

### Cumulative Per Cent of Women receiving—

City		October, 1917		January, 1918		Total						
		\$12.00 and over	Under \$12.00	Under \$12.00	Under \$11.00	Under \$10.00	Under \$9.00	Under \$8.00	Under \$7.00	Under \$6.00	Under \$5.00	
San Francisco	1.6	1.6	1.6	11.0	28.4	39.1	48.4	51.6	100	100	100	100
Oakland	-----	2.9	8.8	26.5	44.1	64.7	73.5	26.5	100	100	100	100
San Jose	-----	6.7	23.4	38.4	56.7	66.0	50.0	50.0	100	100	100	100
All other cities	3.4	6.7	23.4	38.4	56.7	66.0	71.7	75.0	25.0	100	8.7	11.2
<b>Totals</b>	1.8	3.0	15.9	16.5	30.5	43.8	56.7	63.4	36.6	100	3.8	4.9
											7.6	12.5
											23.9	34.2
											59.4	64.1
											35.9	100

The rate table does not include board and room. In October, 31 employees received board, 19 board and room and two a room in addition to the rate shown. In January, 27 employees received board, and five board and room in addition to the rates shown. The custom of "boarding in" is fast disappearing. There was a decrease in the per cent receiving under \$10 from 34 per cent in October to 13 per cent in January in identical establishments, with a corresponding increase in the high paid groups.

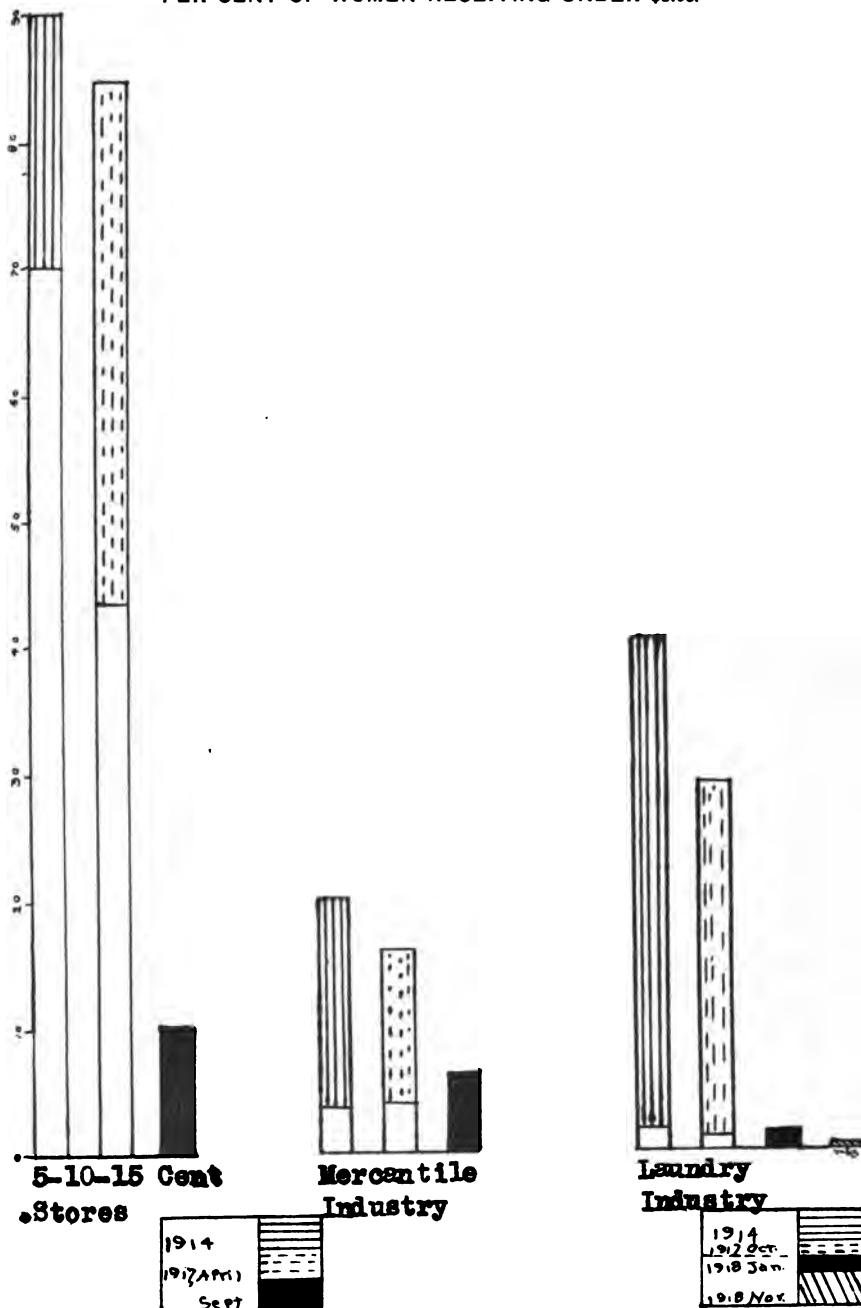
In this division of the industry, the laundry order also brought improvement. The charge of unfair competition is not well grounded. The hand laundries are subject to the same regulations as any other.

**SUMMARY—LAUNDRY INDUSTRY.**

A summary of the effects of the order of the Industrial Welfare Commission in the laundry industry leads to the same conclusions as in the mercantile industry:

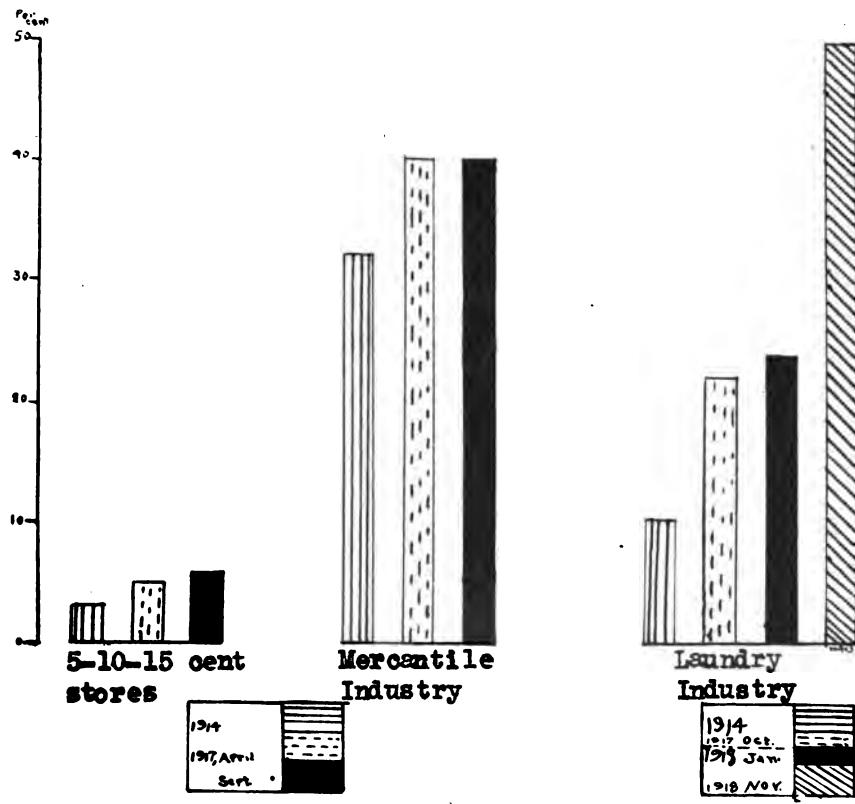
1. No establishment was forced out of existence by the order.
2. Employees did not lose their positions because of the order.
3. The minimum wage does not become the standard. It is true that in October 56 per cent of the laundry workers received a rate less than \$10. This decreased in January to 22 per cent, or by 34 per cent. In October, there were only 15 per cent in the \$10 groups. This increased in January to 47 per cent or by 32 per cent. It is equally true that 27 per cent received \$9 in October and this was the standard wage then, with 56 per cent receiving \$9 and under. The minimum does not become the standard but does better the standard wage.
4. As to the effect of the minimum wage upon the highest paid groups, the same comment already made in regard to the minimum wage becoming the maximum may be repeated. Those receiving the highest wages are those employed on the few highly skilled operations. The need for this group does not increase in direct proportion with the business, but at a slower ratio. Better pay promotes general efficiency of the management as well as the worker, and the need of supervisory employees is decreased rather than increased. This is offset to a certain extent in the total of wages paid by the fact that the minimum pushes up the wages along the whole line. The minimum may not increase the number of the highest paid positions. It is certain that the minimum does not become the maximum.
5. The minimum wage is a beneficial measure. The lowest pay groups have been eliminated. The number in the other low pay groups have been restricted. This has been accomplished without adversely affecting the number of employees, or the wages of the higher paid groups. The following charts illustrate these facts:

## PER CENT OF WOMEN RECEIVING UNDER \$8.00.



By Industries Before and After the Industrial Welfare Commission Established Minimum Wage Rulings.

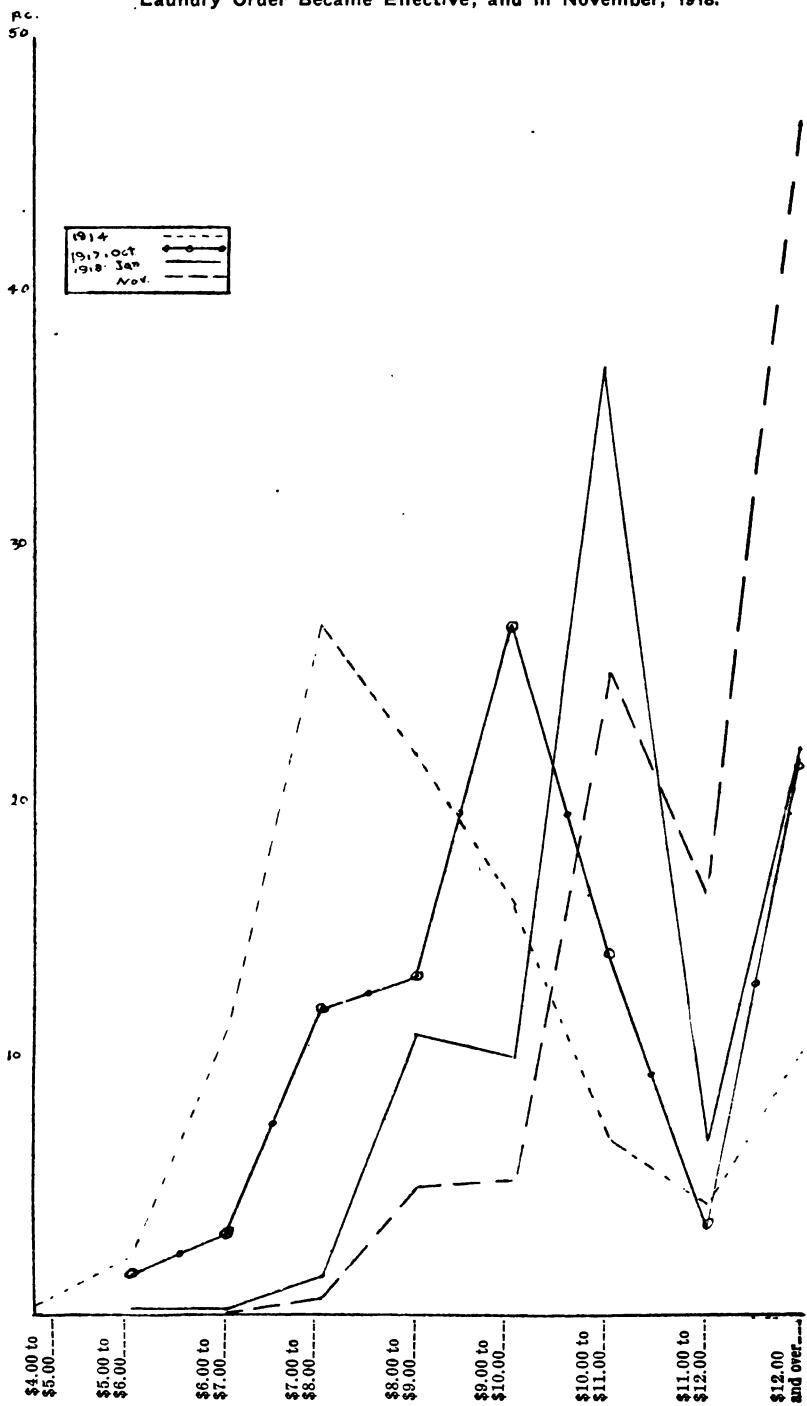
## PER CENT OF WOMEN RECEIVING \$12.00 AND OVER.



By Industries Before and After the Industrial Welfare Commission Established Minimum Wage Rulings.

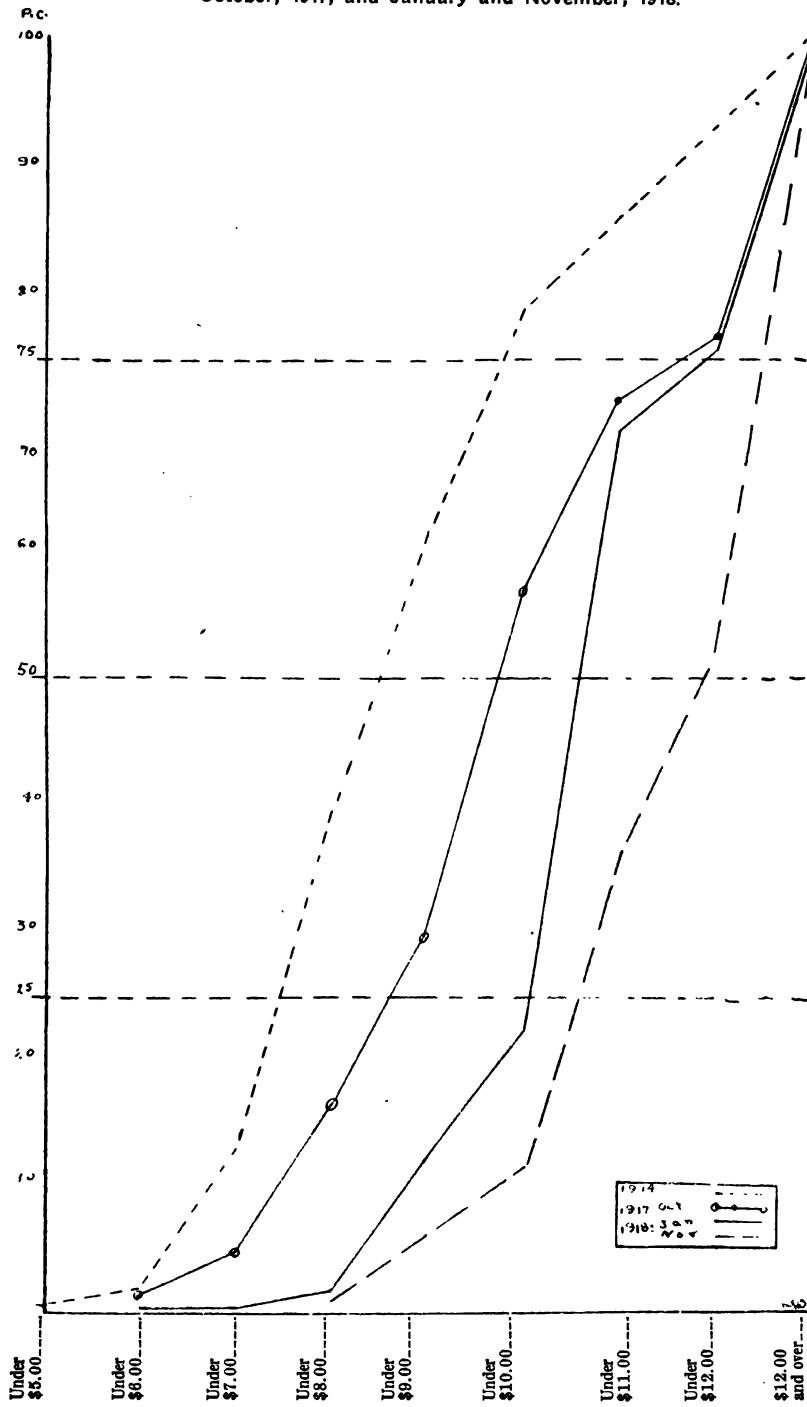
## LAUNDRY INDUSTRY—STATE SUMMARY.

Per Cent of Women Time Workers at Specified Weekly Wage Rates In October, 1917,  
Before the Laundry Order Was Passed; in January, 1918, When the  
Laundry Order Became Effective; and in November, 1918.



## LAUNDRY INDUSTRY—STATE SUMMARY.

Cumulative Per Cent of Women at Specified Weekly Time Rates in 1914,  
October, 1917, and January and November, 1918.



### SUMMARY.

The Industrial Welfare Commission has issued orders in the leading industries and occupations of the state employing women—the mercantile industry, the manufacturing industry, general and professional offices, the laundry and dry-cleaning industry, the fruit and vegetable canning industry, the fruit and vegetable packing industry, the fish canning industry, the unskilled and unclassified occupations. A separate order has also been passed establishing sanitary regulations for laundries and factories. The commission has yet to include hotel and restaurant workers, telephone and telegraph operators and the printing trades.

During 1918, the commission has added—

Mercantile -----	\$660,000
Laundry -----	230,000
Canning -----	250,000
Total -----	\$1,140,000

to the wages of the women of this state to say nothing of the gains to the office workers, fish canning and fruit packing industries, unskilled and unclassified occupations of which comparative pay rolls were not available.

Over one million dollars in money, and greatly improved working conditions have been gained for the women workers of California.

Our appropriation for the sixty-ninth and seventieth fiscal years was \$45,000, and we are indebted to the State Board of Control and the State Controller for three emergency appropriations as follows:

Extra cannery inspections in sixty-ninth fiscal year-----	\$1,000
For last half of sixty-ninth fiscal year-----	2,400
For seventieth fiscal year-----	4,800
	\$8,200

### Statement of Expenditures, Sixty-eighth and Sixty-ninth Fiscal Years.

	Sixty- eighth 1917-1918	Sixty- ninth 1917-1918
Commissioners' per diems-----	\$3,910 00	\$4,785 00
Wage board per diems-----	120 00	120 00
Employees' salaries -----	6,286 41	9,064 15
Traveling expenses, commissioners-----	1,265 54	1,217 98
Traveling expenses, wage board-----	118 10	189 10
Traveling expenses, employees-----	1,020 06	1,286 83
Postage -----	161 14	518 17
Rent -----	922 21	847 52
Printing -----	1,354 68	1,402 17
Office and general expense-----	1,408 86	1,591 66
Furniture equipment -----	198 25	888 32
Automobile cost -----		1,022 50
Automobile maintenance -----		47 90
<b>Totals -----</b>	<b>\$16,755 19</b>	<b>\$28,571 30</b>

The orders are being revised during 1919, based upon a new study of the cost of living made in the spring of 1919. This study shows \$13.57 to be the minimum cost of living for a self-supporting woman in California. The revised orders and the cost of living study upon which they are based will be issued in bulletin form during the summer of 1919.



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## **APPENDIX**

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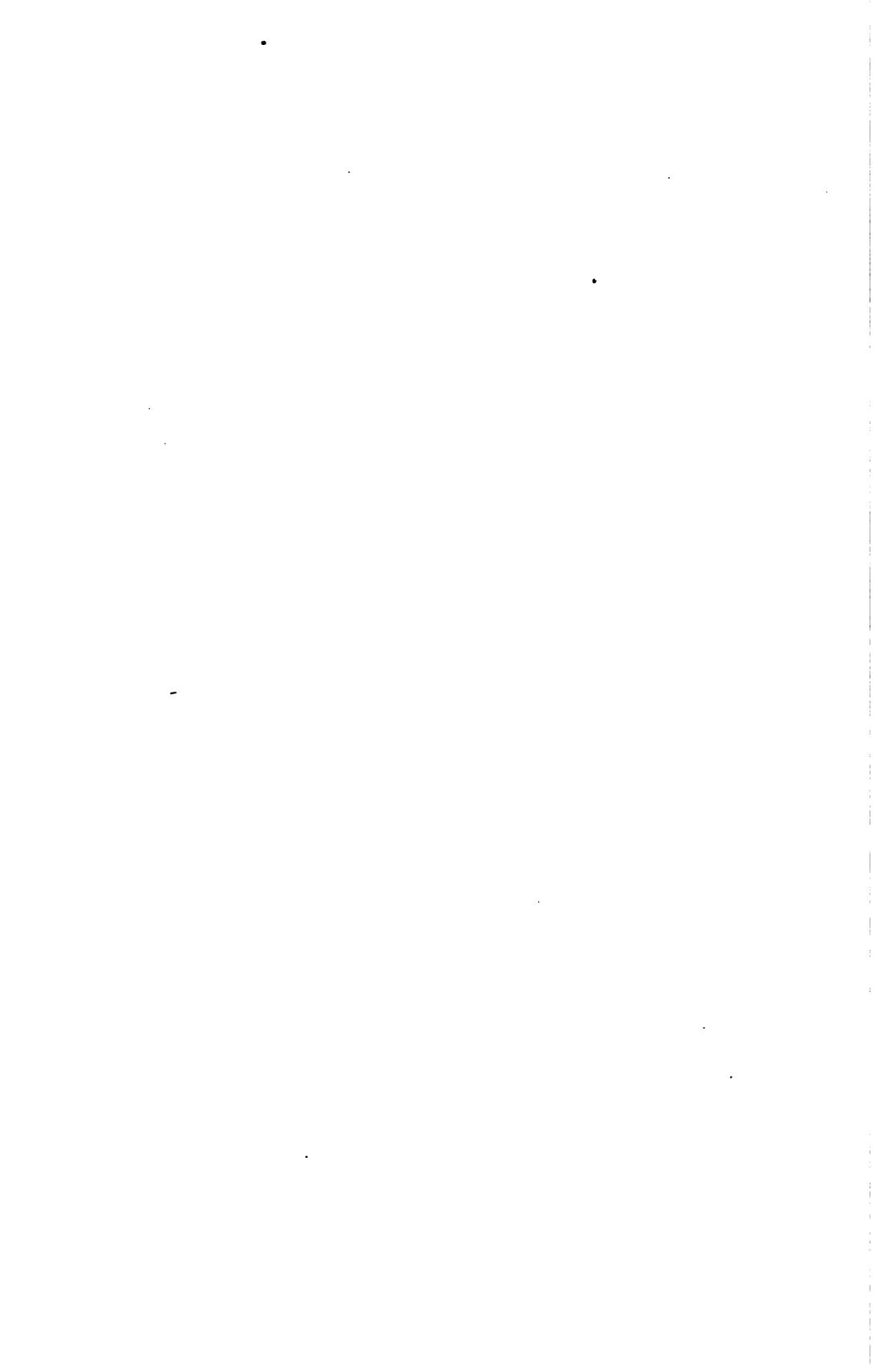
### **ORDERS**

**OF THE**

**INDUSTRIAL WELFARE COMMISSION**

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**Order No. 3, Amended—Fruit and Vegetable Canning Industry.****INDUSTRIAL WELFARE COMMISSION****STATE OF CALIFORNIA****525 Market Street, San Francisco****To Whom it May Concern:**

**TAKE NOTICE:** That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Friday, February 15, 1918,

**THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA** does hereby order that:

**Time Work.**

1. No person, firm or corporation shall employ, or suffer or permit an experienced woman to be employed on time work in the fruit or vegetable canning industry in California at a rate of wages less than 20 cents per hour.

2. No person, firm or corporation shall employ or suffer or permit an inexperienced woman or any minor to be employed on time work in the fruit or vegetable canning industry at a rate of wages less than 16 cents per hour.

A woman shall be deemed experienced who has been employed three weeks in the canning industry. Every employer in the fruit and vegetable canning industry shall, when demand is made by any woman employed, furnish such employee with a statement setting forth the period of employment of such employee in his establishment.

**Piece Work.**

3. No person, firm or corporation shall employ, or suffer or permit any woman or minor to work in the preparation of the following products at piece work rates less than the following:

	100 lbs.	40 lbs.	45 lbs.	50 lbs.
Apricots -----	35¢	14¢	15½¢	17½¢
Pears -----	50	20	22½	25
Cling peaches -----	27½	11	12½	13½
Free peaches -----	17½	7	7½	8½
Plums -----	12½	5	5½	6½
Asparagus -----	17½	7	7½	8½
Tomatoes -----	4½¢ per 12 quarts			

provided, however, that every adult woman shall be guaranteed the learner's wage of 16 cents per hour for the first week of employment on each product.

4. Upon the canning and labeling of all varieties of fruit and vegetables and upon the preparation of all varieties upon which no piece work rates have been fixed by the commission, piece work rates may be fixed by individual establishments, provided, however, that all adult women employed at such piece rates shall be guaranteed earnings of not less than 16 cents per hour for the first week of employment on each product, and thereafter not less than 20 cents per hour.

5. No person, firm or corporation shall employ, or suffer or permit any minor to work in the fruit or vegetable canning industry more than eight hours in any one day or more than 48 hours in any one week. No minor shall work more than six days in any week except in case of emergency.

6. No person, firm or corporation shall employ, or suffer or permit any adult woman to work in the fruit or vegetable canning industry more than eight hours in any one day or more than six days in any week, except in case of emergency, provided, however, that the provisions of this section shall not apply to those occupations coming under the provisions of the Statutes of California, 1913, chapter 352, "An Act limiting the hours of labor of females," etc.

7. No person, firm or corporation shall employ or suffer or permit any adult woman to work in the fruit or vegetable canning industry, in case of emergency, at a rate of wages less than one and one-quarter times the rate of wages paid during regular time.

Emergency work shall be all work performed by any woman in excess of eight hours in any one day, or all work performed by any woman or minor in excess of six calendar days in any one week, provided, however, that all work in excess of 12 hours in any 24 hours shall be paid for at not less than double the regular time or piece rates.

8. Every person, firm or corporation employing women or minors in the fruit or vegetable canning industry shall keep a record of the names and addresses, the hours worked and the amounts earned by such women and minors. Such records shall be kept in a form and manner approved by the Industrial Welfare Commission.

9. Every person, firm or corporation employing labor in the fruit or vegetable canning industry shall furnish to the commission at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary, or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly authorized representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from all books, reports, contracts, pay rolls, documents or papers of such person, firm or corporation, relating to the employment of labor and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

10. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum for such a woman.

11. Every person, firm or corporation employing women or minors in the fruit or vegetable canning industry shall post a copy of this order in a conspicuous place in the general workroom and also in the women's dressing room.

12. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of this order.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 3d day of April, 1918.

Order No. 3 of the Industrial Welfare Commission, dated April 16, 1917, is hereby rescinded as and of the date when this order becomes effective.

#### INDUSTRIAL WELFARE COMMISSION STATE OF CALIFORNIA

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHRMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest: KATHERINE PHILIPS EDSON, *Executive Officer.*

#### SOUTHERN CALIFORNIA OFFICE,

526 Union League Building, Los Angeles.

#### STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

**PLEASE POST IN A CONSPICUOUS PLACE.**

**Order No. 4, Amended—Laundry and Manufacturing Industry.****INDUSTRIAL WELFARE COMMISSION****STATE OF CALIFORNIA**

525 Market Street, San Francisco

**To Whom it May Concern:**

**TAKE NOTICE:** That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the City and County of San Francisco, on Friday, December 6, 1918,

**THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA** does hereby order that:

No person, firm or corporation shall employ or suffer or permit any woman or minor to work in any factory in which the conditions of employment are below the standards set forth hereinafter; provided, however, that in cases where, in the opinion of the Industrial Welfare Commission, after due investigation, the enforcement of any rule would not materially increase the comfort, health or safety of employees, and would work undue hardship on the employer, exemptions may be made at the discretion of said commission, but such exemptions must be in writing to be effective, and can be revoked after reasonable notice is given in writing. All applications for such exemptions shall be made by the employer to the commission in writing. Every person, firm or corporation employing women or minors in any factory shall post a copy of this order in a conspicuous place in each room in which women or minors are employed. The term "factory" includes any mill, workshop, or other manufacturing establishment and all buildings, sheds, structures or other places used for or in connection therewith, where one or more persons are employed at manufacturing, including making, altering, repairing, finishing, bottling, canning, preserving, drying, packing, cleaning or laundering of any article or thing.

(1) *Lighting of Workrooms.* Every workroom shall be supplied with adequate natural or artificial light during the working hours. The sources of illumination shall be of such a nature and so placed as to provide a reasonably constant and uniform illumination over the necessary area of work and avoid the casting of shadows on the work. They shall be so placed or shaded that light from them does not fall directly on the eyes of an operator when engaged on her work.

(2) *Ventilation and Temperature of Workrooms.*

- (a) The ventilation of each workroom shall be adequate.
- (b) If dust, gases, fumes, vapors, fibers or other impurities are generated or released in the course of the process carried on in the workroom, in quantities tending to injure the health of those employed therein, such suction or other special devices as may be necessary to remove at the point of origin, or render harmless, such impurities, shall be installed and operated.
- (c) The nature of the process permitting, there shall be maintained in each workroom during the months from October to April, inclusive, a minimum temperature of fifty-eight (58) degrees Fahrenheit and, the weather permitting, a maximum temperature of seventy-two (72) degrees Fahrenheit. If, owing to the nature of the process, excessive heat be created in the workroom, such special devices as may be required to reduce such excessive heat shall be installed and operated.

(3) *Floors of Workrooms.*

- (a) Each workroom shall be provided with a smooth, tight floor, which can be kept in a clean and sanitary condition.
- (b) All sweepings, waste and refuse shall be removed in such manner as to avoid raising of dust or odors, as often as is necessary to maintain the workroom in a clean and sanitary condition.

- (c) Where wet processes are employed, the floors must be pitched to provide for drainage so that there will be no unreasonable depth of liquid at any point.
- (d) Where floors are wet and women are required by their work to walk over or stand upon them, wooden racks or gratings of an adequate height shall be provided at such points. Unless floors are of wood, cork or rubber composition, or other approved nonheat-conducting and resilient material, mats or gratings of such approved material shall be supplied at all points where women are required by their work to stand.

(4) *Toilet Rooms.* Toilet rooms shall be completely partitioned off from work-rooms and the doors must be so located, or protected by fixed solid screen, that no water-closet compartment shall be visible from the adjoining room from which it is separated by such screen or partition.

(5) *Lighting of Toilet Rooms.* Toilet rooms shall have adequate natural or artificial light, so that every part of the room and of the interior of each compartment shall be easily visible.

(6) *Ventilation and Heating of Toilet Rooms.*

- (a) Toilet rooms shall be adequately ventilated, and the ventilation shall be only to the outside of the building.
- (b) Every toilet room and water-closet compartment shall be kept heated during working hours to not less than fifty (50) degrees Fahrenheit at all times.

(7) *Floors of Toilet Rooms.* The floors of every toilet room hereafter installed, and the side walls to a height of not less than six (6) inches, shall be constructed with sanitary base and of a material, other than wood, which is impervious to moisture and which has a smooth surface. This material shall be asphalt, Portland cement with carefully floated surface or with admixture of approved waterproofing material, tile, glazed brick or other approved waterproof material. The angle formed by the floor and base shall be coved. Wooden floors will be permitted, in existing installations, if kept well painted with a nonabsorbent paint.

(8) *Walls of Toilet Rooms.* All walls of toilet rooms and water-closet compartments, unless constructed of marble, cement plaster, tile, glazed brick, or other glazed material, shall be kept covered with a light-colored nonabsorbent paint, or other impervious compound.

(9) *Water Closet Compartments.* Each water-closet shall be in a separate compartment, which shall be provided with a door. Such compartments shall be not less than twenty-seven (27) inches wide and there shall be at least eighteen (18) inches clearance between the front edge of toilet seat and the compartment wall or closed door directly in front of seat and, if door opens inward, between front edge of toilet seat and any part of the door in any position of the door.

(10) *Partitions of Water-Closet Compartments.* Partitions of water-closet compartments shall be not less than six (6) feet high and shall extend not nearer the ceiling and floor than one (1) foot.

(11) *Number of Water-Closets.* The number of water-closets shall be not less than one to every twenty (20) women employed, or majority fraction thereof, based on the maximum number of women employed at one time. No water-closet shall be located more than one floor above or below the regular place of work of the persons using same except where passenger elevators are provided in sufficient numbers, and their use permitted in taking employees to toilet room floors.

(12) *Types of Water-Closets.* Every water-closet shall have a bowl of vitreous china, or of other approved material. Every such bowl shall be provided with adequate facilities for flushing and shall be set entirely free from enclosing wood-work and so installed that the space around it can be easily cleaned.

(13) *Water-closet Seats.* The bowls of water-closets shall be provided with seats of wood or other nonheat-absorbing material and shall be coated with varnish or some other waterproof substance, and shall not be provided with a cover.

(14) *Toilet Paper.* An adequate supply of toilet paper shall be provided in every water-closet compartment.

(15) *Sanitary Napkins.* Sanitary napkins shall be readily obtainable at a reasonable price, and a metal receptacle with a hinged cover in which napkins may be deposited shall be provided in each toilet room.

(16) *Cleaning of Toilets and Wash Rooms.* All toilet rooms and lavatories shall be kept clean and the floors shall be washed and scrubbed daily. The bowls and seats of water-closets and all wash basins, bowls and sinks shall be thoroughly cleaned at least once a day.

(17) *Water Supply.* Each place of employment shall be supplied with pure drinking water so placed as to be convenient to the employees. Common drinking cups are prohibited. Individual cups must be used or sanitary drinking fountains of an approved design must be installed. Drinking fountains shall be kept in a sanitary condition and shall be of such design that it is impossible to place the lips in contact with the orifice from which the jet of water issues, or for the supply orifice to become submerged by the waste water. The water supply of drinking fountains shall be so regulated and maintained that a jet of at least two (2) inches in height shall be constantly available.

(18) *Location of Wash Rooms.* There shall be adequate washing facilities provided as hereinafter specified. A sufficient number of wash bowls or sink space shall be located either within the toilet room or adjacent to the toilet room and in the direct route between the toilet rooms and the work place. Any wash sinks or bowls not so located shall be installed in an approved location.

(19) *Washing Facilities.* At least twenty (20) lineal inches of sink space with one (1) water supplied faucet shall be supplied for each twenty (20) women employed, or fraction thereof, based on the average number of women employed during that period of two weeks during which the largest number of women are employed, except that one wash bowl shall be considered the equivalent of twenty (20) inches of sink space. Every wash bowl or sink shall be of vitreous china, enameled iron, or other approved material impervious to water, and if used on one side only shall be not less than twelve (12) inches wide inside measurement, or if used on both sides, not less than twenty-two (22) inches inside measurement. Self-closing faucets shall not be used, except where wash basins or bowls are provided. Sufficient soap and either individual or paper towels shall be supplied. Roller or other towels to be used in common will not be permitted.

(20) *Locker and Rest Rooms.*

- (a) In establishments where twenty (20) or more women are employed, a suitable room adequately ventilated and kept heated to a minimum temperature of fifty-eight (58) degrees Fahrenheit at all times during working hours shall be provided where women may change their clothing in privacy and comfort; where less than twenty (20) women are employed, a separate room need not be provided for this purpose if an adequate space is screened or curtained off or other arrangement satisfactory to the commission made for privacy and comfort in dressing.
- (b) In or adjacent to the above mentioned room or space, sufficient and adequate provision shall be made for the proper and safe keeping of the outer clothing of the women workers during the working hours, and of their working clothes during the non-working hours.
- (c) Where more than nineteen (19) or less than fifty (50) women are employed, there shall be provided at least one couch, bed or cot. Where more than fifty (50) and less than one hundred (100) women are employed, two shall be provided and thereafter, at least one for every one hundred (100), or fraction thereof, women employed. Where these couches, beds or cots are not placed in a separate room, they shall be placed in the locker or dressing room and protected from direct observation by a suitable screen, and the first aid kit shall be kept adjacent to them.
- (d) Where twenty (20) or more women are employed, there shall also be one stretcher for use in case of accident or illness, except that where one of the above required couches, beds or cots is a cot of a type suitable for use as a stretcher, a separate stretcher need not be provided.

(21) *Time for Meals.* Every woman and minor shall be entitled to at least one hour for noon day meal; provided, however, that no woman or minor shall be permitted to return to work in less than one-half hour. If work is to be continued through the evening, every woman and minor shall be entitled to at least one hour for the evening meal.

(22) *Lunch Rooms.* Where lunch rooms are provided, they shall be adequately lighted and ventilated and kept heated to a minimum temperature of fifty-eight (58) degrees Fahrenheit during meal periods. They shall be kept in a sanitary condition, and adequate facilities for the disposal of waste provided.\*

(23) *Seats and Work Tables.* As far as, and to whatever extent, in the judgment of the Commission, the nature of the work permits, the following provisions shall be effective: Seats shall be provided at work tables or machines for each and every woman or minor employed, and such seats shall be capable of such adjustment and shall be kept so adjusted to the work tables or machines that the position of the worker relative to the work shall be substantially the same whether seated or standing. Work tables, including cutting and canning tables and sorting belts, shall be of such dimensions and design that there are no physical impediments to efficient work in either a sitting or a standing position, and individually adjustable foot rests shall be provided. New installations to be approved by the commission.

(24) *Carrying.* No woman shall be required or permitted to lift or carry any excessive burden.

(25) *Elevator Service.* In every building in which a total of ten (10) or more women are regularly employed on the fourth or higher floors, there shall be provided adequate elevator service to such floors, and such women workers shall be freely permitted to use such elevator service.

(26) *Fire Exits.*

- (a) From each floor above the ground floor of any building in which women to the number of ten (10) or more are employed above the ground floor, there shall be at least two adequate exits remote from each other. One of these exits shall be an outside stairway or runway.
- (b) All exits shall be plainly marked and shall be kept clear of obstruction and in a safe condition; no combustible materials shall be kept or stored in close proximity to any exit. All exit doors shall open outward. They shall be at all times kept clear of obstruction, and, during working hours, kept unlocked.
- (c) In any building in which a total of twenty (20) or more women are regularly employed on the third or higher floors, there shall be provided an adequate system for giving the alarm in case of fire, and fire drills shall be held at least once in each month.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 7th day of January, 1919.

Order No. 4 of the Industrial Welfare Commission, dated April 16, 1917, is hereby rescinded as and of the date when this Order becomes effective.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA.

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHERMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest: KATHERINE PHILIPS EDSON, *Executive Officer.*

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\*It is recommended that except during inclement weather, or after dark, where no adequate lunch room space is provided, and without exception where such space is provided, all women shall be required to leave and remain out of the workroom during the meal.

**STATUTES OF CALIFORNIA, 1913, CHAPTER 324, SEC. 11, AND SEC. 3(c).**

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

**LABOR LAWS OF CALIFORNIA, 1915, CHAPTER 56, SEC. 1.**

Any manager, superintendent, foreman or other person having authority from his employer to hire, employ or direct the services of other persons in such employment, who shall demand or receive any fee, gift, or other remuneration in consideration of hiring or employing any person to perform work or services for such employer, or permitting said person to continue in said employment, is guilty of a misdemeanor, and upon conviction thereof shall be fined not more than three hundred dollars for each offense.

**Order No. 6—Fish Canning Industry.**

**INDUSTRIAL WELFARE COMMISSION  
STATE OF CALIFORNIA  
525 Market Street, San Francisco**

*To Whom It May Concern:*

**TAKE NOTICE:** That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Monday, October 29, 1917;

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that:

1. No person, firm or corporation shall employ, or suffer or permit any woman or minor to work in the fish canning industry in California at a rate of wages less than \$10 per week of 48 hours; or if employed less than 48 hours no woman or minor shall be paid less than 25 cents per hour.

2. Where payment of wages is made upon a piece-rate, bonus or commission basis the worker shall be paid not less than the minimum time rate for the number of hours employed.

3. No person, firm or corporation shall employ, or suffer or permit an adult woman, eighteen years of age or over, to work in the fish canning industry more than eight hours in any one day, except in case of emergency; *provided, however,* that the provisions of this section shall not apply to those occupations coming under the provisions of the Statutes of California, 1917, chapter 582, "An act limiting the hours of work of females," etc.

4. No person, firm or corporation shall employ, or suffer or permit an adult woman to work in the fish canning industry in case of emergency more than eight hours in any one day at a wage less than one and one-fourth times the rate of wages paid during regular time.

5. No person, firm or corporation shall employ, or suffer or permit any woman or minor to work in the fish canning industry more than six days in any one week except in case of emergency.

6. No person, firm or corporation shall employ, or suffer or permit any woman or minor to work in case of emergency on the seventh consecutive day in any week at a rate of wages less than one and one-half times the rate of wages paid during regular time.

Emergency work shall be all work performed by any adult woman after eight hours in any one day, or all work performed by any woman or minor on the seventh consecutive day of work in any week.

7. No person, firm or corporation shall employ, or suffer or permit a minor to work in the fish canning industry more than eight hours in any one day, or more than forty-eight (48) hours in any one week.

8. Every person, firm or corporation employing women or minors in the fish canning industry shall keep a record of the names and addresses, the hours worked

and the amounts earned by such women and minors. Such records shall be kept in a form and manner approved by the Industrial Welfare Commission.

9. In accordance with the Act creating the Industrial Welfare Commission, every person, firm or corporation employing labor shall furnish to the commission, at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly appointed representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from, all books, reports, contracts, pay rolls, documents, or papers of such person, firm or corporation relating to the employment of labor and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

10. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum wage for such a woman.

11. Every person, firm or corporation employing women or minors in the fish canning industry shall post a copy of this order in the general workroom and also in the women's dressing room.

12. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of these orders.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at Los Angeles, California, this 10th day of November, 1917.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA.

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHRMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest: KATHERINE PHILIPS EDSON, *Executive Officer.*

SOUTHERN CALIFORNIA OFFICE,

526 Union League Building, Los Angeles.

STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

PLEASE POST IN A CONSPICUOUS PLACE.

**Order No. 8—Fruit and Vegetable Packing Industry.**

This Order Applies to the Packing but Not to the Canning of All Fruits and Vegetables.

**INDUSTRIAL WELFARE COMMISSION****STATE OF CALIFORNIA****525 Market Street, San Francisco****To Whom it May Concern:**

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Monday, October 29, 1917,

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that:

1. No person, firm or corporation shall employ or suffer or permit an experienced woman or minor to be employed in the fruit or vegetable packing industry in California at a rate of wages less than \$10 per week.

2. No person, firm or corporation shall employ or suffer or permit an inexperienced woman or minor to be employed in the fruit or vegetable packing industry at a rate of wages less than \$8 per week.

3. The following branches of the industry are included:

1. Citrus fruits.
2. Deciduous fruits and grapes.
3. Vegetables.
4. Dried fruit, including layer raisins.
5. Seeded raisins.
6. Olives.
7. Pickles.

An experienced woman or minor in any branch of the industry is one who has worked three weeks in that branch. Every employer in the fruit or vegetable packing industry shall, when demand is made by any woman or minor employed, furnish such employee with a statement setting forth the period of employment of such employee in his establishment.

4. Where payment of wages is made upon a piece rate, bonus or commission basis, the worker shall be paid not less than the minimum time rate for the number of hours employed.

5. Every person, firm or corporation employing women or minors in the fruit or vegetable packing industry shall keep a record of the names and addresses, the hours worked and the amounts earned by such women and minors. Such record shall be kept in a form and manner approved by the Industrial Welfare Commission.

6. Every person, firm or corporation employing labor in the fruit or vegetable packing industry shall furnish to the commission at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary, or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly authorized representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from, all books, reports, contracts, pay rolls, documents, or papers of such person, firm or corporation relating to the employment of labor and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

7. No person, firm or corporation shall employ or suffer or permit any woman or minor to work in the dried fruit industry more than eight hours in any one day, or more than forty-eight hours in any week.

8. No person, firm or corporation shall employ or suffer or permit any minor to work in the green fruit or vegetable packing industry more than eight hours in any one day or more than forty-eight hours in any week.

9. No person, firm or corporation shall employ or suffer or permit any adult woman to work in the green fruit or vegetable packing industry more than eight hours in any one day or more than six days in any week, except in case of emergency.

10. No person, firm or corporation shall employ or suffer or permit any woman to work in the green fruit or vegetable packing industry in case of emergency at a rate of wages less than one and one-quarter times the rate of wages paid during regular time.

11. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum for such a woman.

12. Every person, firm or corporation employing women or minors in the fruit or vegetable packing industry shall post a copy of this order in a conspicuous place in the general workroom and also in the women's dressing room.

13. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of this order.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 9th day of March, 1918.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA,

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHEMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest : KATHERINE PHILIPS EDSON, *Executive Officer.*

#### SOUTHERN CALIFORNIA OFFICE

526 Union League Bldg., Los Angeles

#### STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

**PLEASE POST IN A CONSPICUOUS PLACE.**

#### Order No. 9—General and Professional Offices.

INDUSTRIAL WELFARE COMMISSION

STATE OF CALIFORNIA

525 Market Street, San Francisco

To Whom it May Concern:

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Monday, October 29, 1917,

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that :

1. No person, firm or corporation shall employ, or suffer or permit an experienced woman or minor to work in any office at a rate of wages less than \$10 per week (\$43.33 per month).

2. The wages of learners may be less than the minimum rate prescribed for experienced workers, provided:

(a) That learners entering employment under 18 years of age be paid an initial weekly wage of not less than \$7 per week (\$30.33 per month) for the first six months of employment; for the second six months not less than \$8 per week (\$34.67 per month); for the third six months not less than \$9 per week (\$39 per month) and thereafter shall be deemed experienced workers and be paid not less than the minimum rate for experienced workers.

(b) That learners entering employment 18 years of age and over shall be paid an initial weekly wage of not less than \$8 per week (\$34.67 per month) for the first six months of employment; for the second six months not less than \$9 per week (\$39 per month), and thereafter shall be deemed experienced workers and shall be paid not less than the minimum rate for experienced workers.

3. Students attending accredited vocational, commercial, continuation or co-operative schools may be employed on part time work on special permits from the commission and at special rates to be determined by the commission.

4. Where payment of wages is made upon a commission, bonus or piece rate basis, the earnings shall be not less than the minimum time rate of the wage group in which the worker belongs.

5. The total number of female learners in any establishment shall not exceed 25 per cent of the total number of women employed.

6. Every person, firm or corporation employing women or minors in any office shall keep a record of the names and addresses, the hours worked and the amounts earned by such women and minors. Such records shall be kept in a form and manner approved by the Industrial Welfare Commission.

7. Every person, firm or corporation employing women or minors in any office shall allow every woman or minor not less than 24 consecutive hours of rest in every seven consecutive days.

8. In accordance with the act creating the Industrial Welfare Commission, every person, firm or corporation employing women or minors in any office shall furnish to the commission, at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly authorized representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from, all books, reports, contracts, pay rolls, documents, or papers of such person, firm or corporation relating to the employment of women and minors and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

9. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum wage for such a woman.

10. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of these orders.

11. Offices in mercantile establishments are included under Order No. 5.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 3d day of May, 1918.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA,

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHERMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest: KATHERINE PHILIPS EDSON, *Executive Officer.*

All women and minors now employed in General and Professional Offices must be rated and paid in accordance with their period of employment as specified in Section 2.

## SOUTHERN CALIFORNIA OFFICE,

Union League Building, Los Angeles.

## STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

**PLEASE POST IN A CONSPICUOUS PLACE.**

**Order No. 10—Unskilled and Unclassified Occupations.**

**INDUSTRIAL WELFARE COMMISSION**

**STATE OF CALIFORNIA**

**525 Market Street; San Francisco**

*To Whom it May Concern:*

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, chapter 324, and amendments thereto, and after public hearing duly had in the city and county of San Francisco, on Monday, October 29, 1917,

THE INDUSTRIAL WELFARE COMMISSION OF THE STATE OF CALIFORNIA does hereby order that:

1. No person, firm or corporation shall employ, or suffer or permit an experienced adult woman, eighteen years of age or over, to be employed in any unskilled or unclassified occupation in California at a rate of wages less than \$9.60 for a 48 hour week, or \$0.20 per hour.

An experienced woman is one who has worked in an occupation three weeks. Every employer shall, when demand is made by any woman employed, furnish said employee with a statement setting forth the period of employment of such employee in his establishment.

2. No person, firm or corporation shall employ, or suffer or permit an inexperienced woman to be employed in any unskilled or unclassified occupation in California at a rate of wages less than \$7.50 for a 48 hour week, or \$0.16 per hour.

3. No person, firm or corporation shall employ, or suffer or permit a minor of either sex, under the age of eighteen years, to be employed in any unskilled or unclassified occupation in California at a rate of wages less than \$7.50 for a 48 hour week, or \$0.16 per hour.

4. The term "unclassified occupations" shall include all employment not classified under the mercantile, manufacturing, laundry, or canning industries, office or professional occupations, fruit and vegetable packing establishments, telephone or telegraph establishments, hotels or restaurants, domestic labor or the skilled trades.

5. Where payment of wages is made upon a system other than time rate, the worker shall be paid not less than the minimum time rate for the number of hours worked.

6. No person, firm or corporation shall employ, or suffer or permit any woman or minor to be employed at unskilled or unclassified occupations more than eight hours in any one day, or more than forty-eight hours in any week; provided that the provisions of this section shall not apply to the harvesting, curing or drying of any variety of perishable fruit or vegetables.

7. Every person, firm or corporation employing women or minors at unskilled or unclassified occupations shall keep a register of the names and addresses of all women and minors employed, and a record of the time worked and the amount earned by each woman and minor. Such records shall be kept in a form and manner approved by the Industrial Welfare Commission.

8. Every person, firm or corporation employing women or minors in unskilled or unclassified occupations shall allow every woman or minor not less than 24 consecutive hours of rest in every seven consecutive days.

9. In accordance with the act creating the Industrial Welfare Commission, every person, firm or corporation employing women or minors in unskilled or unclassified occupations shall furnish to the commission, at its request, any and all reports or information which the commission may require to carry out the purposes of the act creating the commission; such reports and information to be verified by the oath of the person, member of the firm, or the president, secretary or manager of the corporation furnishing the same, if and when so requested by the commission. Every person, firm or corporation shall allow any member of the commission, or any of its duly authorized representatives, free access to the place of business of such person, firm or corporation, for the purpose of making inspection of, or excerpts from all books, reports, contracts, pay rolls, documents, or papers of such person, firm or corporation relating to the employment of women and minors and payment therefor by such person, firm or corporation; or for the purpose of making any investigation authorized by the act creating the commission.

10. A license may be issued by the commission to a woman physically disabled by age or otherwise, authorizing the employment of such licensee for a wage less than the legal minimum wage; and the commission shall fix a special minimum wage for such a woman.

11. The commission shall exercise exclusive jurisdiction over all questions arising as to the administration and interpretation of these orders.

*This order shall become effective sixty (60) days from the date hereof.*

Dated at San Francisco, California, this 3d day of May, 1918.

INDUSTRIAL WELFARE COMMISSION, STATE OF CALIFORNIA,

FRANK J. MURASKY, *Chairman*;  
KATHERINE PHILIPS EDSON,  
A. B. C. DOHBMANN,  
ALEXANDER GOLDSTEIN,  
WALTER G. MATHEWSON.

Attest: KATHERINE PHILIPS EDSON, *Executive Officer.*

SOUTHERN CALIFORNIA OFFICE,

526 Union League Building, Los Angeles.

STATUTES OF CALIFORNIA, 1913, CHAPTER 324.

Every employer or other person who, either individually or as an officer, agent or employee of a corporation, or other persons, violates or refuses or neglects to comply with the provisions of this act, or any orders or rulings of this commission, shall be guilty of a misdemeanor, and upon conviction thereof be punished by a fine of not less than fifty dollars, or by imprisonment for not less than thirty days, or by both such fine and imprisonment.

For the purpose of this act, a minor is defined to be a person of either sex under the age of eighteen years.

PLEASE POST IN CONSPICUOUS PLACE.

Order No. 11—Manufacturing Industry.

INDUSTRIAL WELFARE COMMISSION

STATE OF CALIFORNIA

525 Market Street, San Francisco

To Whom it May Concern:

TAKE NOTICE: That pursuant to and by virtue of the authority vested in it by the Statutes of California, 1913, Chapter 324, and amendments thereto, and after public hearing duly had in the City and County of San Francisco, on Monday, May 27, 1918,

